

CAZON
XC 2
-67R27



REPORT OF THE SELECT COMMITTEE ON CONSERVATION AUTHORITIES

1967

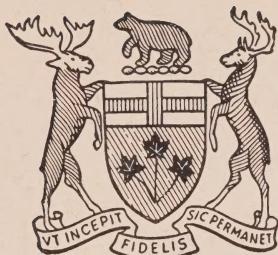
Ontario legislative assembly
L Committee of Select Committee on
Conservation authorities
R eport. 1967



Digitized by the Internet Archive
in 2022 with funding from
University of Toronto

<https://archive.org/details/31761114660095>

CAZON
XC 2
-67 R27



ONTARIO

REPORT OF THE SELECT COMMITTEE ON CONSERVATION AUTHORITIES

1967



TABLE OF CONTENTS

Index	6
Acknowledgements	8
Members of the Select Committee	9
Letter of Transmittal	10
Introduction	13
Chapter I — Constitution and Powers of Conservation Authorities	17
Chapter II — Finance	39
Chapter III — Land Acquisition	64
Chapter IV — Administrative Practices	69
Appendix A — Conservation Authorities February, 1967	92
B — Advertisement, August, 1965	94
C — Written Submissions to February, 1967	95
D — Attendances to February, 1967	99
E — Interim Report, 1966	102
F — Representation on Conservation Authorities	108
G — Comparative Statistics 1966, Population, Equalized Assessment, Levy (general) and Membership (present and proposed) by type of municipality	109
List of Recommendations	121
Maps — Conservation Authorities in Ontario	follows Page 12
Watersheds in Southern Ontario to be covered by Conservation Authorities	follows Page 20

CHAPTER I CONSTITUTION AND POWERS OF CONSERVATION AUTHORITIES

Establishment of Conservation Authorities	
Establishment	17
Indian Lands	21
Representation	22
Tenure of Office of Government Appointees	23
Tenure of Office of Municipal Representatives	24
Proceedings	27
Executive Committees and Advisory Boards	29
Powers and Duties of Conservation Authorities	
Powers	32
Duties	34

CHAPTER II FINANCE

Definitions	39
Sources of Revenue	40
Levies	
— against municipalities	40
— payment of	42
— distribution of	43
— payable in future years	43
— minimum	44
User fees	44
Sales and rentals	44
Donations	45
Grants	46
resource management of private land	49
— maintenance	50
— other, on approved works	50
— section 42, amount increased	51
— historic sites	51
— land for approved long range works	52
— sliding scale	53
Long term finance of water control measures	47
Development fund for acquisition of land	52
Assessment and Population	53

Department of Lands and Forests	
Forest Agreements	56
Department of Highways	58
Federal Government	59
Agricultural Rehabilitation Development	
Agreement	59
Canada Water Conservation Assistance Act	60
Taxes and Assessment	61
Purchase of Municipally-owned Lands	62
Accounting and bookkeeping procedures and records	63

CHAPTER III LAND ACQUISITION

Easements	64
Expropriated lands	65

CHAPTER IV ADMINISTRATIVE PRACTICES

Conservation Authority Staff	69
Information and Education	70
Private Land Assistance Programmes	73
Programme Procedures	75
Drainage	76
Access roads	77
Research	77
Department Administration	
Surveys and Conservation Reports	78
Field Officer and Technical Staff	80
Pollution	84
Dams	85
Niagara Escarpment	86
Department of Government	87

ACKNOWLEDGEMENTS

The interest which was shown in the work of the Select Committee throughout its hearings and inspection trips was most gratifying.

The members and staffs of the conservation authorities were of great assistance in providing the Committee with details and statistics of their operations during the visits to the watersheds, at hearings before the Committee and whenever information was requested.

Officials from Ontario and Federal Government Departments and agencies were most co-operative in appearing before the Committee and the assistance of the Department of Energy and Resources Management is particularly acknowledged.

The conservation authorities, municipalities, other organizations and individuals that submitted briefs are to be complimented on the research and thought that went into them. Their briefs provided many useful suggestions.

In studies of resource management problems the Committee gained many valuable ideas from the experiences of resource managers in the United States. The Committee appreciates the generous attention and assistance which was afforded by officials of the Tennessee Valley Authority, Muskingum Watershed Conservancy District and other conservation jurisdictions that were visited.

The Committee wishes also to thank Mrs. H. G. Rowan, C. A., Secretary, Mr. James A. Taylor, Q.C., Legal Counsel, Mr. H. G. Hooke, R.P.F., Technical Adviser and Mrs. G. M. Beacham for their assistance and advice.

**MEMBERS
OF THE
SELECT COMMITTEE
ON
CONSERVATION AUTHORITIES**

D. Arthur Evans, Chairman	Simcoe Centre
Neil L. Olde, Vice-Chairman	Middlesex South
Reg. Gisborn	Wentworth East
Maurice Hamilton	Renfrew North
R. J. Harris	Beaches
Louis M. Hodgson	Scarborough East
George A. Kerr, Q.C.	Halton
The Honourable W. Darcy McKeough	Kent West
Robert F. Nixon	Brant
Farquhar R. Oliver	Grey South
Donald A. Paterson	Essex South
Gord. W. Pittock	Oxford
Allan E. Reuter	Waterloo South
(Mrs.) H. G. Rowan, C.A.	Secretary to the Committee
James A. Taylor, Q.C.	Legal Counsel to the Committee
Harry G. Hooke, R.P.F.	Technical Adviser to the Committee

The Honourable the
Legislative Assembly of the
Province of Ontario.

Parliament Buildings,
Toronto, Ontario,
March 15, 1967

Honourable Members:

On Friday, July 8th, 1966, during the Fourth Session of the Twenty-seventh Parliament the Select Committee on Conservation Authorities was re-appointed with the same terms of reference as were set out when the Select Committee was first appointed in 1965.

At that time it was:

“Ordered, That a Select Committee of this House be appointed to inquire into and review the provisions of The Conservation Authorities Act and such other Acts of this Legislature relevant to the powers exercised by conservation authorities as the Committee may deem appropriate

And that without limiting the generality of the foregoing to inquire into and review the following matters:

- (a) the constitution and powers of conservation authorities including the number and method of appointment of members;
- (b) the system of financing the work of conservation authorities and the ability of local municipalities to pay for their share of conservation schemes;
- (c) the power of conservation authorities to acquire or expropriate lands and the methods used therefor;
- (d) the administrative practices and methods of conservation authorities in carrying out their responsibilities under The Conservation Authorities Act.

And that the Select Committee have authority to sit during the interval between Sessions and have full power and authority to employ counsel and such other personnel as may be deemed advisable and to call for persons, papers and things and to examine witnesses under oath, and the Assembly doth command and compel attendance before the said Select Committee of such persons and the production of such papers and things as the Committee may deem necessary for any of its proceedings and deliberations, for which purpose the Honourable the Speaker may issue his warrant or warrants.

And the said Committee to consist of thirteen members to be composed as follows:—

Mr. Evans (Chairman), Messrs. Hamilton, Harris, Hodgson (Scarborough East), Kerr, MacDonald, McKeough, Nixon, Olde, Oliver, Paterson, Pittock and Reuter ”.

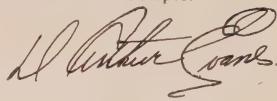
Mr. Gisborn replaced Mr. MacDonald when the Committee was reappointed. Mr. Olde was appointed Vice-Chairman.

The Committee received a total of 113 briefs, 21 from conservation authorities representing 27 of the 36 authorities, 38 from municipalities, 53 from organizations and individuals and one from an Ontario Government agency. (Appendix C).

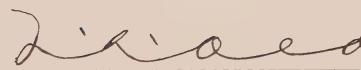
Hearings were held by the Committee over a period of two years and an opportunity was afforded to all who were interested to appear before it. Twenty-two hearings were held in 1965-66 and an additional 77 after the Committee was reappointed in 1966. (Appendix D).

The Interim Report of the Select Committee was tabled during the Fourth Session of the 27th Parliament and is appended to this report. (Appendix E).

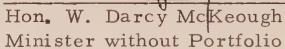
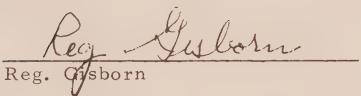
The following is the Final Report of the Committee and is respectfully submitted herewith.



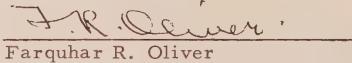
D. Arthur Evans, Chairman



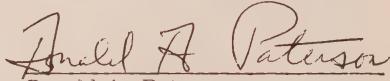
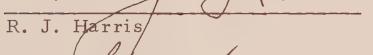
Neil L. Olde, Vice-Chairman


Hon. W. Darcy McKeough
Minister without Portfolio
Reg. Gisborn

Reg. Gisborn


Robert F. Nixon
Maurice Hamilton
Farquhar R. Oliver

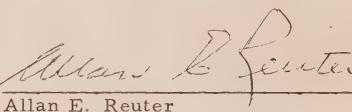
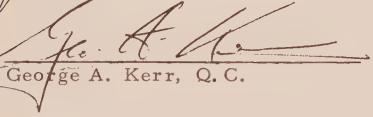
R. J. Harris


Donald A. Paterson

Louis M. Hodgson


Gord. W. Pittock

George A. Kerr, Q. C.


Allan E. Reuter

To the Honorable the Final Report of the Committee and in its report
to the Minister of Natural Resources

John G. Diefenbaker

D. Arthur Evans, Chairman

John W. Lyle
John W. Lyle
Minister of Natural Resources

Robert J. Nixon
Robert J. Nixon

Reg. Gibson
Reg. Gibson

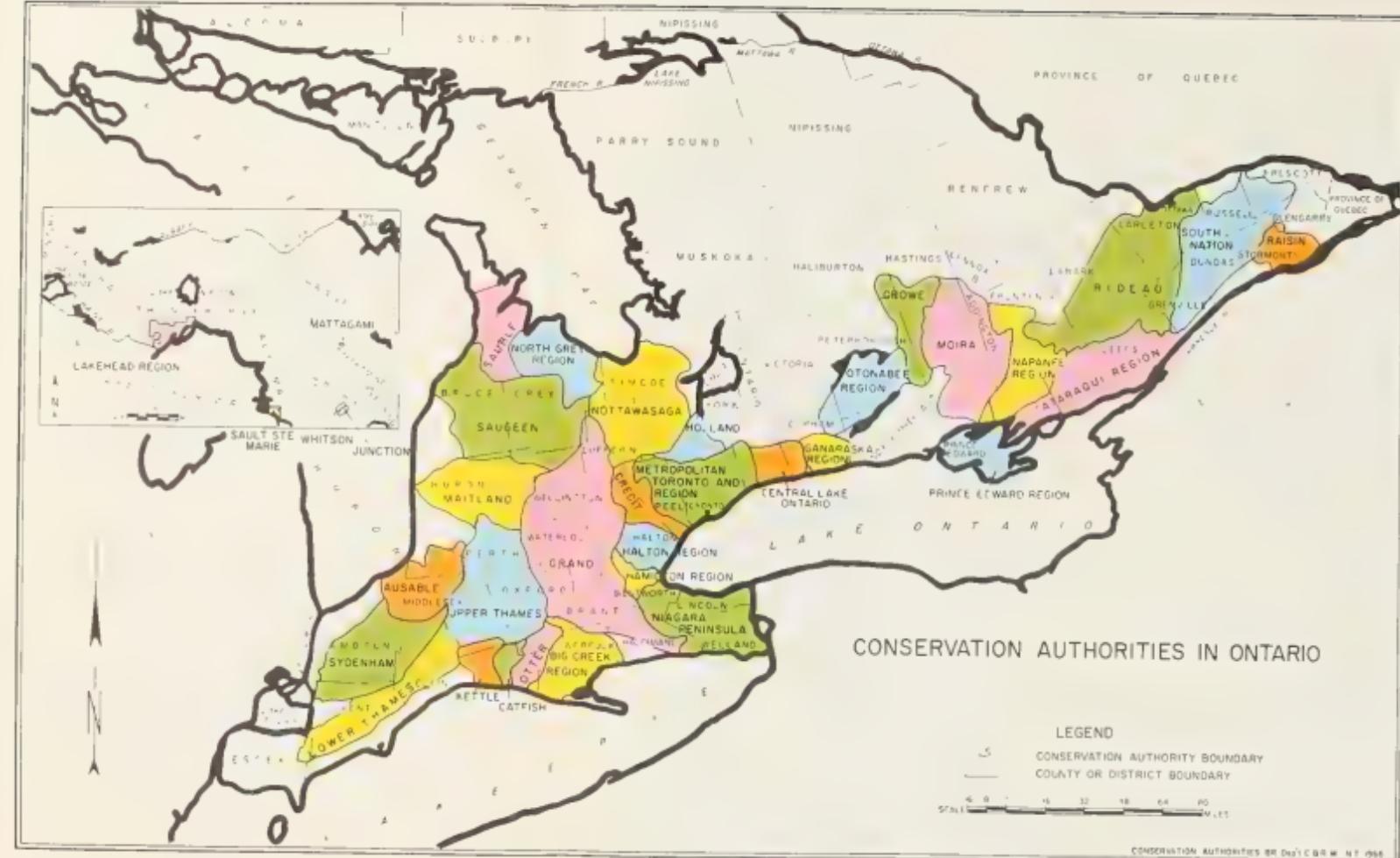
Robert B. Oliver
Robert B. Oliver

E. J. Harris
E. J. Harris
Donald A. Paterson

Donald A. Paterson
Donald A. Paterson

John W. Diefenbaker
John W. Diefenbaker

Allan E. Reuter
Allan E. Reuter



—

INTRODUCTION

Conservation in recent years has received public recognition as a vital aspect of our existence. The condition of our natural renewable resources is now of national and international concern, emphasized by the realization that our demands on these resources are increasing, while many of the resources are diminishing or are threatened with destruction.

For generations, soil, water, wildlife and forests were treated with abandon and were seemingly inexhaustible and forever renewable in spite of man's abuse. We now know that such is not the case and the public is very much aware of the care and respect with which these elements of our environment must be treated. While today we use more water than ever before, our supply of pure water is a fraction of what it was at the turn of the century. We find less open space for individual and group relaxation, although our population which uses this space has increased greatly.

Conservation is no longer dominated by the scientist and professional resource manager. No longer are scientific journals alone in reporting the problems of floods, droughts and pollution. Popular magazines, newspapers, radio and television have involved the laymen in this field and it is these people who are expressing concern and demanding action to restore and conserve before it is too late.

It is not surprising therefore that the public reaction to a study of the work and operation of Ontario's conservation authorities was strong and forthright. Besides the authorities themselves, many organizations and individuals submitted well documented recommendations which were of great assistance to the Select Committee in its deliberations.

The recent studies by the Select Committee of the conservation authorities' concept clearly showed that it has always been a grass roots movement. This was true from its beginnings in 1941 when a group of dedicated men met at the Ontario Agricultural College at what was to become known as the Guelph Conference. The stated concern of these men for our natural resources, coupled with the potential post war problem of rehabilitation, prompted a Federal-Provincial resource study of the Ganaraska Watershed and the publication of the Ganaraska Report in 1943.

Three years later the Government of Ontario drew from the re-

commendations of this report and combined these with the best features of the Grand River Commission Act which had been passed in 1938; the organization of the Muskingum Watershed Conservancy District in Ohio, and the Tennessee Valley Authority. The result was The Conservation Authorities Act of 1946, an Act which gave the residents of the Province of Ontario the machinery to initiate conservation measures in their river valleys and draw on the Government for technical and financial help in their implementation.

The utilization of the opportunity in the same year by the municipalities of three widely separated watersheds resulted in the formation of the Etobicoke, the Ausable and the Ganaraska conservation authorities.

Growth in the ensuing 20 years was steady, both in numbers of conservation authorities and their activities. Today there are 36 authorities in the Province of Ontario covering 25,710 square miles, and 853 municipal and provincial representatives administering a combined annual budget of over \$28,000,000.

While originally the application of The Conservation Authorities Act had been confined to southern Ontario, it was used in 1954 to form the Neebing River Conservation Authority at Fort William. This was enlarged in 1963 to form the Lakehead Region Conservation Authority. Four other conservation authorities in northern Ontario have been formed around the larger urban centres.

A report in 1950 of an earlier Select Committee on Conservation recommended wide ranging modifications in all fields of conservation, but the river valley authorities being in their formative stages received relatively little attention. Most of the recommendations made regarding them have since been implemented.

Ontario's approach to conservation was radical in the 1940's but has since proved sound.

In a brief to the Select Committee, the conservation authorities' movement was described as ". . . born out of a concept of personal and community responsibility for the use and management of the renewable natural resources of the Province." The responsibility has been accepted by the people who assume their personal and municipal involvement with dedication and look upon their achievements with pride.

Conservation authorities are designed to carry out a specific

function. The people who make up these bodies are citizens representing the communities involved and, as such, are in a position to reflect the views and wishes of those municipalities in regard to the problems and programmes which are undertaken.

The conservation authorities use as their unit of organization the watershed or river valley, an area where it is usual for a community of interests to prevail. It is in such an area that the dependence of one resource on another can be seen most clearly, where water quantity is reflected in land use patterns, tree cover dictates wildlife habitat and the enjoyment of these resources relates directly to their condition and accessibility to the people.

"What river valley development means is the restoration and preservation of all the natural resources of the river valley, for they are all inseparable parts of a total balance, and cannot profitably be managed piecemeal." said Professor A. F. Coventry, in his remarks as a part of the Conference on River Valley Development, at London, Ontario, in 1944. This concept is as valid in 1967 as it was 23 years ago.

The objective of each conservation authority is a watershed where all natural resources are being utilized in such a manner as to produce the greatest good for all the people concerned. To do this they must control floods, prevent erosion, eliminate pollution, preserve the historical interest, provide green belts for recreation, utilize the water, trees and soil to maintain the native fauna and flora.

This task can only be accomplished through an informed public with the active cooperation of the many agencies and groups that now exist in the watersheds and with proper organization and staff.

The management of each resource in itself is essential for its preservation, control or improvement, but it is the management of all resources for the needs and uses of the people that has become imperative and has found its expression in the conservation authority movement. It is here that the human element is continually recognized so that it becomes one of the chief ingredients of the basic plan of conservation for the community.

Conservation authorities serve a dual role. As operational organizations they have powers to plan, develop and maintain projects, while as coordinating bodies they are able to fully utilize the services and resources of all the departments of government and outside agen-

cies. The result is an organization which is flexible, people oriented, locally controlled and has available to it the full range of government resources and direction.

Dr. Luna B. Leopold, Chief Hydrologist, U.S. Geological Survey, described Ontario's conservation concept as "one of the most advanced approaches to conservation anywhere", and Donald A. Williams, Chief, Soil Conservation Service, U.S. Department of Agriculture, said of the authorities, "an outstanding example of community action for conservation". It is significant, too, that Victoria, Australia, has modelled its Dandenong Valley Authority Act, 1963, after its Ontario counterpart, following a visit to the Ontario authorities by Sir L. R. East, in 1960.

The Select Committee on Conservation Authorities endorses the fundamental concept and basic philosophy of the conservation authorities' approach to the management of our renewable natural resources. It recognizes the progress and achievements of authorities and compliments the dedicated men and women who have overcome numerous obstacles to achieve sound and farsighted programmes well adapted to each river valley.

When the Select Committee was appointed to inquire into and review the provisions of The Conservation Authorities Act and relevant legislation, four specific matters were mentioned for its special attention. The first of these matters dealing with the constitution and powers of conservation authorities is considered in Chapter I of this Report. The system of financing the work of conservation authorities is dealt with in Chapter II, Chapters III and IV deal with the power of conservation authorities to acquire and expropriate lands, and their administrative practices respectively.

CHAPTER I

CONSTITUTION AND POWERS OF CONSERVATION AUTHORITIES

ESTABLISHMENT OF CONSERVATION AUTHORITIES

Conservation authorities, except in some special instances (1) have been established by Orders of the Lieutenant Governor in Council. (2) The initiative has been left to the people of a watershed to ask for the establishment of a conservation authority.

Under The Conservation Authorities Act, councils of two or more municipalities that are wholly or partially within a watershed must by resolution request the Minister of Energy and Resources Management to call a meeting to consider formation of a conservation authority. Where two or more watersheds are concerned, the request must come from at least three municipalities wholly or partially within the area (3) and the watersheds must be adjoining. (4)

The Minister fixes a time and place for the meeting and notifies councils of all municipalities, except county councils within the watershed or watersheds concerned. Local councils may then appoint representatives to attend this meeting, their number proportionate to the population of their municipalities. If two-thirds of the entitled number of representatives from the municipalities attend, then a resolution may be passed requesting establishment of an authority. The resolution itself must have approval of two-thirds of those present. (5)

- (1) Grand River Conservation Commission established by The Grand River Conservation Act, 1938; Metropolitan Toronto and Region Conservation Authority, established by The Conservation Authorities Amendment Act, 1956; Grand River Conservation Authority established by The Grand River Conservation Authority Act, 1966; and Hamilton Region Conservation Authority established by The Conservation Authorities Amendment Act, 1966.
- (2) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 3.
- (3) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 5.
- (4) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 5a.
- (5) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 3.

In establishing a conservation authority, the Lieutenant Governor in Council designates the participating municipalities and defines the watershed area over which the authority will have jurisdiction. (6) Where an urban municipality is only partly within a watershed, the Lieutenant Governor in Council will elect whether all or part of that municipality will be included within the conservation authority. (7)

The Lieutenant Governor in Council names the authority, and the name must include the words "conservation authority". (8)

An existing authority may take steps to enlarge its jurisdiction to include additional watersheds. (9) Two or more authorities may amalgamate. (10) In some cases municipalities may be wholly or partly located in a watershed that is only partly under the jurisdiction of the conservation authority. In this case two or more of the municipalities not already in the authority but with all or part of their area in the watershed may take proceedings to be included in the authority. (11)

The word "scheme" as used in The Conservation Authorities Act to define an undertaking tends to have a negative connotation in the public mind. When associated with the word "authority" it can be disturbing to people within the authority's jurisdiction. Yet under the legislation the "authority" is established for "the purposes of the conservation, restoration and development of natural resources, other than gas, oil, coal and minerals, and the control of water in order to prevent floods and pollution.". (12)

The guiding principle of The Conservation Authorities Act is that the watershed should serve as an operational unit in the management of natural resources. The watershed is defined as "an area drained by a river and its tributaries.". (13) This has not been interpreted to include off shore islands. These geographical boundaries, fixed by nature, are logical, but they often have the disadvantage of not coinciding

(6) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 3.

(7) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 3.

(8) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 3.

(9) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 6.

(10) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 7.

(11) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 8.

(12) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 1.

(13) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 1.

with political boundaries. While the watersheds of southern Ontario are mostly small in area, larger ones create problems because community understanding of conservation needs often diminishes as the physical area expands. The public concern and cooperation of a municipal population will vary inversely with their distance from a conservation problem in a watershed area. This can be seen in the Grand Valley and in the Thames Valley. In the former area, the problem of resource management is being met by special legislation (14) but in the Thames Valley it is still divided between two conservation authorities.

Effective resource management may also be hindered if a watershed is very small. Various attempts have been made to overcome this problem. Administrative and secretarial services are shared in some authorities and a single field officer may service more than one authority. For example, this type of operation is used in the North Grey Region and Sauble Valley Conservation Authorities. In other areas, the authorities concerned have since their inception assumed jurisdiction over several small watersheds. (15) Heavily populated urban areas such as the Metropolitan Toronto region may blanket several watersheds. Special provisions in legislation have attempted to resolve this situation. (16)

The Conservation Authorities Act was designed to achieve total resource management of each small watershed. Its application in northern Ontario has been very limited because of sparse population, large watersheds, vast areas without municipal organization, and large tracts of Crown lands. Of 36 conservation authorities established in Ontario as of 1967, only five are in northern Ontario. Most of the southern part of the Province is served by conservation authorities with the notable exceptions of the north half of the Bruce Peninsula, Essex County, the eastern side of Lake Simcoe and Lake Couchiching, Northumberland County, and valleys of the Ottawa River and its tributaries north of the City of Ottawa. There are also a number of small areas, adjacent to existing authorities that were not included within the authorities' jurisdictions when the authorities were established. (see map page 12) The Committee contends that these segments are too small to provide functional authorities on their own but would benefit from amalgamation with authorities adjacent to them.

The Select Committee heard few delegates from areas without

(14) The Grand River Conservation Authority Act, 1966, S. O. 1966, Chapter 63.

(15) Note Cataraqui Region and Central Lake Ontario Conservation Authorities.

(16) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Sections 4 and 4a.

conservation authorities but the few who did appear stated, and the Committee's own studies indicated, several reasons for lack of authorities in these areas. A recurring obstacle was the preponderance of Crown land in some river valleys. This is particularly applicable in the Madawaska, Mississippi and Black River watersheds, and is probably true in Parry Sound and Muskoka Districts. Under present legislation, Crown lands cannot be assessed by the municipality for support of a conservation authority. In areas with a high and even preponderant proportion of Crown land, the patented land must carry an inordinate share of the authority's operational costs.

Another deterrent to the establishment of authorities is the very limited financial base of many areas not now covered. This is particularly true of areas such as the Bruce Peninsula and northern parts of several counties in eastern Ontario. At present, it is necessary for the participating municipalities to raise 50 per cent of the operating costs and this is prohibitively high in sparsely populated townships with low assessment. Where the local economy is based on marginal agriculture and seasonal woods or tourist operations, the local assessment to support a conservation authority is simply not available. It is often in such areas that conservation practices are most urgently needed. This problem is also applicable to some areas served by authorities.

It has been noted that the legislation governing the formation or enlargement of conservation authorities is permissive. It would appear that the Government and the existing authorities have given little stimulus to those areas not within an authority to join one. The areas outside existing authorities have, for reasons already cited, not pushed for inclusion.

The Select Committee has also observed that some sections of Ontario are receiving the benefits of conservation measures, particularly in the field of recreation, without making any direct payment toward either the maintenance or development of such projects. Since formation of an authority is permissive, there must be an incentive to those municipalities not now covered to request such organization for resource management.

Until recently, a conservation authority could offer a number of assistance programmes and services not otherwise available to the resident of a watershed. Help in construction of farm ponds, tree planting on privately owned marginal land and reservoir and dam construction, were tangible benefits which could be obtained by establishing or coming within the jurisdiction of a conservation authority. A number of these programmes have been removed in recent years from

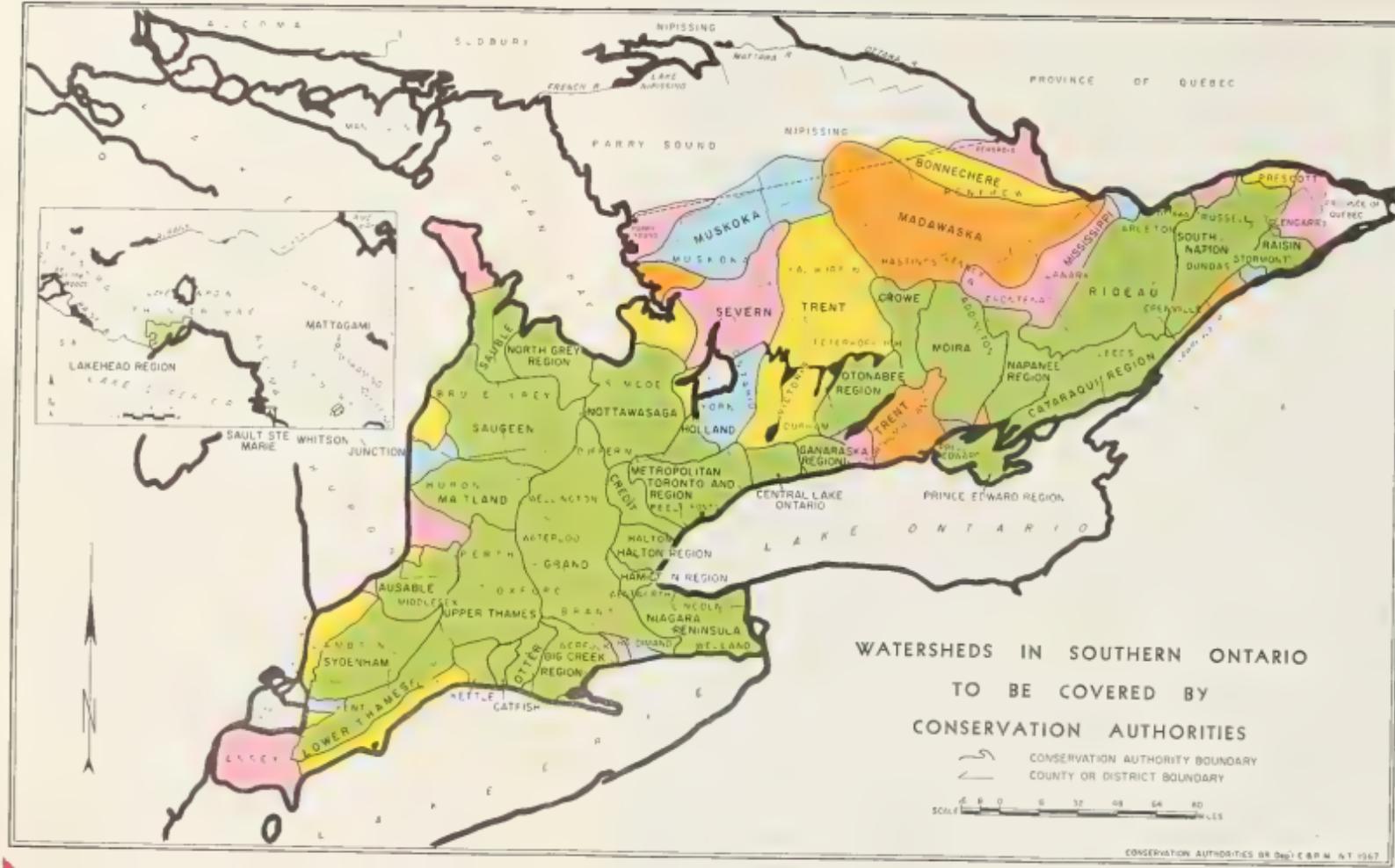
conservation authorities but the few who did appear stated, and the Committee's own studies indicated, several reasons for lack of authorities in these areas. A recurring obstacle was the preponderance of Crown land in some river valleys. This is particularly applicable in the Madawaska, Mississippi and Black River watersheds, and is probably true in Parry Sound and Muskoka Districts. Under present legislation, Crown lands cannot be assessed by the municipality for support of a conservation authority. In areas with a high and even preponderant proportion of Crown land, the patented land must carry an inordinate share of the authority's operational costs.

Another deterrent to the establishment of authorities is the very limited financial base of many areas not now covered. This is particularly true of areas such as the Bruce Peninsula and northern parts of several counties in eastern Ontario. At present, it is necessary for the participating municipalities to raise 50 per cent of the operating costs and this is prohibitively high in sparsely populated townships with low assessment. Where the local economy is based on marginal agriculture and seasonal woods or tourist operations, the local assessment to support a conservation authority is simply not available. It is often in such areas that conservation practices are most urgently needed. This problem is also applicable to some areas served by authorities.

It has been noted that the legislation governing the formation or enlargement of conservation authorities is permissive. It would appear that the Government and the existing authorities have given little stimulus to those areas not within an authority to join one. The areas outside existing authorities have, for reasons already cited, not pushed for inclusion.

The Select Committee has also observed that some sections of Ontario are receiving the benefits of conservation measures, particularly in the field of recreation, without making any direct payment toward either the maintenance or development of such projects. Since formation of an authority is permissive, there must be an incentive to those municipalities not now covered to request such organization for resource management.

Until recently, a conservation authority could offer a number of assistance programmes and services not otherwise available to the resident of a watershed. Help in construction of farm ponds, tree planting on privately owned marginal land and reservoir and dam construction, were tangible benefits which could be obtained by establishing or coming within the jurisdiction of a conservation authority. A number of these programmes have been removed in recent years from



the authorities' jurisdiction because they are now available through direct provincial assistance. The Select Committee has carefully considered all of these factors which have hampered establishment of conservation authorities in all sections of organized Ontario. Conservation authorities are effective agencies for resource management and in regard to their establishment the Select Committee recommends —

THAT all of southern Ontario including off-shore islands, be embraced by conservation authorities and that the existing authorities be enlarged and that new conservation authorities be established to give effect to this recommendation; that southern Ontario be defined as the whole of those watersheds lying wholly or partly southerly of a line drawn between Pembroke and Parry Sound. (see map page 20)

THAT provisions of The Conservation Authorities Act for establishment of authorities be retained insofar as they may be necessary to the establishment of further conservation authorities to serve areas of northern Ontario as conditions in that region dictate.

THAT the word "project" be substituted for the word "scheme" in The Conservation Authorities Act so that the authorities' activities will be known as "projects".

THAT the term "conservancy" be substituted for the term "conservation authority" where it appears in The Conservation Authorities Act.

THAT The Conservation Authorities Act be renamed "The Conservancy Act".

Indian lands fall under the jurisdiction of the Indian Affairs Branch of the Federal Department of Indian Affairs and Northern Development. The Select Committee believes that the participation of Indians in conservation is important to the success of the programmes and recognizes that this participation is dependent upon the interest of Indian communities. While some conservation work has been performed on Indian lands, these do not form part of the area under the jurisdiction of an authority.

The Select Committee recommends —

THAT steps be taken to encourage more participation by Indian communities in conservation authorities.

Representation on Conservation Authorities

The physical areas of conservation authorities vary from 34 to 2,614 square miles, (17) and the number of municipal representatives comprising the membership of an authority varies according to the number and population of municipalities within its jurisdiction. The Act provides for municipal representation ranging from one to five members. (18) Where a part of a municipality is within an authority area, its membership is based on the population of that part alone. (19)

Although assessment usually relates directly to population, many of the briefs submitted to the Select Committee stressed a discrepancy between representation of an authority and the assessment of the area so represented. It was contended that rural areas had too many representatives relative to urban areas. Only the cities of Toronto, Hamilton and Ottawa would qualify for five representatives (20) and special provisions in the legislation cover representation from Toronto and Hamilton. (21) To find a more equitable formula for representation the Select Committee made a detailed study of this problem. (See Appendix F) In its opinion municipalities with populations of 30,000 or more should be permitted to appoint a larger number of representatives to an authority.

The Select Committee recommends —

THAT municipal representation on conservation authorities be revised to provide:

- (a) **seven representatives, instead of five, from a municipality having a population of 250,000 or more;**
- (b) **six representatives, instead of four, from a municipality having a population of 100,000 or more but less than 250,000;**
- (c) **five representatives, instead of three, from a municipality having a population of 50,000 or more but less than 100,000;**

(17) Mattagami Valley and Grand River Conservation Authorities.

(18) The Conservation Authorities Act, R.S.O. 1960, Chapter 62, Section 10.

(19) The Conservation Authorities Act, R.S.O. 1960, Chapter 62, Section 10

(20) It should be noted that the Boroughs of North York and Scarborough in the Metropolitan Toronto area have populations of 250,000 or more.

(21) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Sections 4 and 4a.

- (d) four representatives, instead of two, from a municipality having a population of 40,000 or more but less than 50,000;
- (e) three representatives, instead of two, from a municipality having a population of 30,000 or more but less than 40,000;
- (f) two representatives, from a municipality having a population of 10,000 or more but less than 30,000;
- (g) one representative from a municipality having a population of less than 10,000.

Tenure of Office of Government Appointees

Where the Lieutenant Governor in Council makes a grant to a conservation authority he may appoint up to three members (22) all of whom may be appointed to the executive committee. (23) If he appoints the chairman of the authority he may appoint only two other members. (24)

The functions of government appointees on conservation authorities were considered. There was no strong feeling to support or oppose such appointments but their purpose in most cases was not evident. These appointments are apparently for an unspecified term and the area represented by them was obscure. It was not clear to whom they were responsible or to whom they reported. While municipal appointees are expected to report back to their respective councils, government appointees apparently have little liaison with the Government through the Department of Energy and Resources Management or other channel. Communication and control is achieved at Departmental level where the Minister's approval is required for any project undertaken by the authority.

The Select Committee believes that the appointment of prominent men or women with stature in their communities and who have established a reputation for breadth of thought could be useful to conservation authorities. Such persons might be more aware of the total conservation concept that embraces a whole watershed and might

(22) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 10.

(23) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 14.

(24) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 14.

better resist short term, parochial interpretation of conservation projects. For this reason, the Select Committee believes that government appointments should be continued. However, their terms should be fixed and not exceed three years. They should be eligible for reappointment. In no event should they be permitted to form a quorum at any authority meeting.

The Select recommends —

THAT appointment of members by the Lieutenant Governor in Council be continued provided:

- (a) THAT they be made for a specified period not exceeding three years;**
- (b) THAT they be eligible for reappointment;**
- (c) THAT they may not constitute a quorum for any conservation authority meeting or meeting of its executive committee;**
- (d) THAT where the chairman of an authority is appointed he shall by that very fact be a member of the authority's executive committee if such committee exists.**

Tenure of Office of Municipal Representatives

The Conservation Authorities Act provides for authority members to be appointed by the respective municipal councils in the area concerned. (25) No term of office is stipulated. The members hold office during the pleasure of their respective councils and each member remains in office until the first meeting of the authority after his appointment has been terminated. (26)

The Act does not prescribe the qualifications for membership on a conservation authority, nor does it set forth grounds for disqualification. No provision is made in the Act for filling vacancies other than for election of a new chairman or vice-chairman in the case of death or resignation. (27)

(25) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 10.

(26) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 10.

(27) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 12

The Act makes no provision for recall of a member of the municipality that appointed him nor for his replacement.

No salary, expenses or allowances of any kind may be paid to any authority member without approval of the Ontario Municipal Board. (28)

The Select Committee is of the opinion that municipal appointees to conservation authorities should be responsible to their respective municipal councils from whom they derive their appointments. Close liaison with municipal councils is essential if the authorities are to remain cognizant of the thinking of local governments and the electorate from whom they draw their support.

The municipal council appointee should hold office only during the term of that council which appoints him but should be eligible for re-appointment. The head of the municipality or a member of the municipal council is often the appointee of that municipality to the conservation authority. This is not mandatory, nor does the Select Committee think it should be mandatory. However, a municipal appointee to a conservation authority should possess qualifications similar to those required of a candidate for municipal council.

An appointee to a conservation authority should be subject to disqualification for reasons similar to those that would disqualify a member of a municipal council. The Act should be amended to provide a section specifically prohibiting any member of an authority from entering into any contract or agreement, directly or indirectly, in which he has a pecuniary interest, and to provide that if such conflict of interest occurs that the contract or agreement shall be void and that the member shall ipso facto cease to be a member of the authority.

Where a municipal appointment to an authority dies or resigns, or his office is vacated by reason of disqualification or recall, the legislation should provide that the municipal council appoint a replacement at its first meeting after the vacancy occurs.

In the opinion of the Select Committee there should be provision for recall and replacement of a municipal appointee. This might be accomplished by a vote of two-thirds of the members of the municipal council present at a regular council meeting if notice of intent were given at the preceding meeting. There is precedent for such legisla-

tion in The Highway Improvement Act (29) with regard to suburban road commissioners.

While there is no provision in the Act for remuneration of authority members without Ontario Municipal Board approval, in fact approval has been sought and obtained in the case of every authority. Thus in practice all conservation authorities pay their members for attendance at regular meetings. The Select Committee feels that since authority expenditures are subject to supervision by the Minister of Energy and Resources Management and his staff, remuneration of authority members should also be a matter for his approval, rather than that of the Ontario Municipal Board.

The Select Committee recommends —

THAT municipal appointments to conservation authorities hold office for a fixed term concurrent with the term of the council making the appointment, or where the municipal council members' terms are staggered, appointments shall be for a term of two years. Members should be eligible for reappointment.

THAT municipal appointees to conservation authorities shall have qualifications similar to those required of a candidate for municipal office.

THAT the provisions of The Municipal Act, section 144, pertaining to the circumstances under which a member of a municipal council automatically vacates his seat, should apply to members of conservation authorities, insofar as it may be applicable with due alteration of details.

THAT The Conservation Authorities Act be amended to provide for declaring void any contract or agreement between an authority and one of its members and for the unseating of that member.

THAT provisions be made for a municipal council to fill a vacancy on a conservation authority caused by disqualification, recall or other reasons.

THAT a municipal council be empowered to recall an appointee to a conservation authority by a vote of two-thirds of the council members present and voting at a regular

(29) The Highway Improvement Act, R. S. O. 1960, Chapter 171, Section 68 (8).

meeting of the council, if notice of intent of council to vote on the question had been given at the next preceding meeting of the council.

THAT The Conservation Authorities Act be amended to provide for payment of salaries, expenses and allowances to authority members, subject only to the approval of the Minister.

Proceedings of Conservation Authorities

It is mandatory that the chairman and vice-chairman be elected from among the authority members at their first meeting in each calendar year (30) unless the chairman has been appointed by the Lieutenant Governor in Council. Only by inference does it follow that an authority must meet at least once a year.

Subject to the Minister's approval, an authority may make regulations for calling meetings and for establishing the procedure at such meetings. (31)

Each member of an authority is entitled to one vote and in event of a tie, the chairman has a second or deciding vote. (32)

A quorum for a meeting of an authority consists of one-third of its members, except where the authority membership is less than six when two members constitute a quorum. (33)

A majority vote of the members present at any meeting is required for all matters coming before the meeting. (34)

The Select Committee heard criticism from a number of delegates that the general membership of a conservation authority was not kept informed of the activities of the executive committee and the various advisory boards. There appeared to be two reasons for this lack of communication; firstly, insufficient general meetings were held; and secondly, when meetings were called, there was insufficient information made available to the general membership.

(30) The Conservation Authorities Act, R.S.O. 1960, Chapter 62, Section 12.

(31) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 21.

(32) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 11.

(33) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 11.

(34) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 11.

Some authorities have exercised their powers under the Act and adopted regulations governing the calling of meetings and procedural rules at such meetings. (35) The Select Committee is of the opinion that all conservation authorities should be required to adopt such regulations within a year of the authority's establishment, or within a year of notice from the Minister of Energy and Resources Management to established authorities that do not presently have such regulations.

The Select Committee is of the opinion that a specified number of general membership meetings should be held annually so that the full membership of the authority may become both familiar with, and frequently involved in, authority operations. There should be at least three meetings a year, and these at regular intervals. The municipal councils should be advised well in advance of the meeting dates so they may attend. The municipal councils should also be provided with copies of minutes of conservation authorities so that they may be kept informed of their activities and accomplishments. Since the authorities have frequently expressed their desire and efforts to involve the largest possible segment of the community in their programmes, steps to enhance the municipal councils' knowledge of authority proceedings should augment public interest and involvement.

The Select Committee recommends —

THAT The Conservation Authorities Act be amended to provide:

THAT a conservation authority shall, within one year of its establishment and subject to the Minister's approval, make regulations to provide for calling of meetings and prescribing the procedure at such meetings, or where a conservation authority already established has not made such regulations it do so within one year of notice from the Minister;

THAT a conservation authority shall give 15 days prior notice of a meeting of the authority to the clerk of each municipality within the authority, together with a copy of the agenda outlining matters to be considered at the meeting;

THAT the secretary-treasurer of an authority shall, within 15 days after any meeting of the authority, forward to

(35) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 21.

the clerk of each municipality within the authority, copies of the minutes of such meeting, and that such copies be forwarded in any event not later than three days prior to the next meeting of the authority;

THAT at least three general membership meetings of conservation authorities be held each year at regular intervals.

Executive Committees and Advisory Boards

Executive committee has been defined as “the executive committee appointed by an authority”. (36)

An authority may elect or appoint an executive committee from among its members (37) and where a grant is made to the authority by the Lieutenant Governor in Council, he may appoint up to three members to the executive committee. (38) As previously noted, the Lieutenant Governor in Council may also appoint the chairman in which case he may appoint only two other members to the executive committee.

Subject to the approval of the Minister of Energy and Resources Management, an authority may make regulations delegating all or any of its powers to the executive committee, except the power to terminate the services of the secretary-treasurer, to raise money, and to enter into contracts or agreements other than those necessary to the erection of works already approved by the authority. (39)

Advisory board has been defined as “an advisory board appointed by an authority” (40) and an authority may appoint one or more advisory boards. (41) There is a provision in The Conservation Authorities Act which makes it mandatory for an advisory board to consider and determine the amount of compensation that should be paid where land is expropriated. (42) In this regard, an advisory board must make

(36) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 1.

(37) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 14.

(38) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 14.

(39) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 21

(40) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 1

(41) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 13.

(42) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 25.

such inquires and inspection and secure such advice as it thinks desirable and file a statement of the amount of compensation it estimates should be paid, together with written reasons for its findings. (43)

These provisions in the Act are followed by a section that relates to the injurious affection of land resulting from an authority undertaking. When application for compensation in this regard is received by an authority, it must direct an advisory board of engineers to investigate the claim, and the board must report back to the authority after making its investigation. (44)

In determining what amount of money is fair compensation for damage occasioned by an authority undertaking, an advisory board must provide reasonable compensation for such damage as may be suffered by the land in consequence of the authority's undertaking. (45)

The Metropolitan Toronto and Region Conservation Authority must appoint four watershed advisory boards and only residents of the respective watersheds can be named to such boards. (46)

Most conservation authorities have established advisory boards to deal with the detailed planning and study of certain aspects of the authority programme. Advisory boards for water or flood control, forestry, land use, conservation areas, public relations, finance, wildlife and historic sites are those most often established. A variety of others may be named to deal with problems which a particular authority feels to be important.

Much of the preliminary work of an authority programme, as well as ideas and plans are reviewed or initiated at the advisory board level.

The Select Committee received many suggestions and criticisms concerning executive committees of conservation authorities. In some instances it was argued that executive committees were usurping the powers of the general membership, rendering them weak and ineffectual. In other instances, executive committees were improperly exercising powers that can only be delegated by regulations which have the Minister's approval. There was also argument that an executive committee should be mandatory and an integral part of every conservation authority.

(43) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 25.

(44) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 28.

(45) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 28.

(46) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 4.

The Select Committee is of the opinion that executive committees can effectively advance authority undertakings and programmes, especially where the authority has a large general membership. Criticism of the executive committee was strongest where the general membership of an authority seldom met and communication was notably lacking between the executive and the general membership. This problem is compounded when an authority does not have a long range plan which has been thoroughly discussed and advertised prior to adoption.

On the other hand, advisory boards appear to encourage participation in conservation work by persons who represent a cross-section of the watershed population. The advisory board need not be composed of authority members but is usually chaired by an authority member who, in turn, sits on the authority's executive committee. In this way, the conservation umbrella is spread to cover, and involve, many interested and able people of the community. Little criticism of advisory boards was heard by the Select Committee.

In view of the provisions of The Expropriation Procedures Act, 1962-63, (47) those sections of The Conservation Authorities Act which involve advisory boards in the expropriation process should be repealed, the Select Committee contends.

While historically, the Select Committee can appreciate the reasons why four separate advisory boards representing their respective watersheds should have been mandatory at the inception of the Metropolitan Toronto and Region Conservation Authority, there seems little justification for this provision today. In any case, the Select Committee questions the need for members of these advisory boards to be resident in the particular watershed or watersheds for which each board has been appointed.

The Select Committee recommends —

THAT where a conservation authority decides to appoint an executive committee, it shall concurrently designate and delegate specified powers to such committee, and that these powers shall not include those enumerated in section 21(c) of The Conservation Authorities Act, nor shall they include the right to expropriate land, or any interest in land.

(47) Statutes of Ontario 1962-63, Chapter 43. Especially note section 2 (4) "Where there is conflict between a provision of this Act and a provision of any other general or special Act, the provision of this Act prevails."

THAT powers delegated to an executive committee may be rescinded by a vote of two-thirds of the members of an authority.

THAT the approval of the Minister of Energy and Resources Management shall not be necessary for delegating powers to an executive committee nor for rescinding such powers.

THAT the minutes of executive committee meetings be forwarded to all members of the authority immediately after such meetings.

THAT The Conservation Authorities Act be amended to permit authorities to pay salaries, expenses and allowances to advisory board members subject to the Minister's approval.

THAT The Conservation Authorities Act be amended to delete those sections empowering advisory boards to act in regard to compensation arising out of expropriation or injurious affection of land.

THAT The Conservation Authorities Act be amended by striking out sub-sections (8) and (9) of section 4 in reference to the mandatory appointment of four watershed advisory boards by The Metropolitan Toronto and Region Conservation Authority.

POWERS AND DUTIES OF CONSERVATION AUTHORITIES

Powers

Every conservation authority is a corporate body (48) empowered to protect and/or develop watershed resources by such schemes as the authority determines necessary or advisable. (49) A scheme is defined as an undertaking by an authority to conserve, restore or develop natural resources, other than gas, oil, coal and minerals, and to control water for prevention of flooding and pollution. (50) An authority may proceed with a scheme with written approval of the Minister of Energy

(48) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 3.

(49) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 15

(50) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 1.

and Resources Management, but when any portion of the cost is to be raised in a subsequent year Ontario Municipal Board approval is also required. (51) Pending payment of grants and contributions from the participating municipalities, an authority may obtain interim loans at such rate of interest as the Minister approves. (52)

A conservation authority has the general power to perform such acts as are necessary to the implementation of any scheme. (53) This power includes the right to contract; to make studies, engineering and otherwise; to commission research; to acquire by expropriation, or otherwise, any interest in land and to use such land for any purpose not inconsistent with the purposes of the authority; to erect works and structures; to plant and produce trees on public lands with the consent of the Minister of Lands and Forests; and to plant and produce trees on private lands with the consent of the owner; to use land acquired for park or recreational purposes and to charge admission fees for same; and with the consent of the Lieutenant Governor in Council, to sell, lease or otherwise dispose of its land. (54)

In addition, an authority has the right to make regulations concerning the use of water; the placing or dumping of fill and the construction of buildings or structures in wet and low lying areas. (55) Such regulations require the approval of the Minister.

An authority may also make regulations applicable to its own lands, subject to the Lieutenant Governor in Council, (56) with regard to public use of authority lands.

The authority is empowered to make regulations with regard to its internal administration, such as, the calling of meetings. (57) This type of regulation, previously considered, (58) requires the Minister's approval.

(51) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 16.

(52) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 3.

(53) The Conservation Authorities Act, R.S.O. 1960, Chapter 62, Section 17.

(54) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 17.

(55) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 20.

(56) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 20.

(57) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 21.

(58) See Page 28.

An authority has the power to enter on private lands, without the consent of the owner, for the purpose of making surveys or soil tests. With the Minister's approval the authority may divert or change the location of any watercourse, road or public utility when such change is necessary for the implementation of any scheme. (59)

An authority may enter into agreement with a municipal authority for construction and maintenance of roads to provide access to conservation lands used for park or recreational purposes. (60)

Where implementation of a scheme requires cemetery lands, the authority may cause removal of bodies to other suitable lands. (61)

Duties

The obligation of an authority to determine what conservation measures are necessary or desirable within a given watershed is implicit in the general powers with which the authority is vested, but the authority is not specifically obliged to initiate any measure, scheme, programme or policy.

It might be assumed that, where local governments petition the Minister to establish a conservation authority, that these local governments and their electorate recognize some need to protect or develop one or more watershed resources. Interest or action following the formation of an authority is not always commensurate with the initial enthusiasm.

Some authorities have failed to stimulate sufficient public interest in conservation practices in their watershed. Other authorities have had difficulty in maintaining interest. The Select Committee heard several requests and suggestions with regard to the stimulation and maintenance of public interest in conservation measures. These included proposals for films, publications and further development of "conservation schools".

The authority's powers to undertake conservation measures should be contingent on the authority's explicit obligation to do so. This obligation to initiate conservation measures, in turn, implies a duty to undertake long term planning for the orderly protection and development of the watershed's resources. The authority at the outset is provided with a technical inventory in the form of a complete report on the

(59) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 22.

(60) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 18.

(61) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 36.

watershed resources, based on comprehensive field studies. This Report is prepared by the Department of Energy and Resources Management. Conservation authorities are empowered by the Act to protect and develop the inventoried resources. The logical corollary is a clearly defined obligation to provide an orderly, overall, long-term plan and a specific programme which delineates the various phases of implementation.

Such long-term, overall authority planning for conservation is analogous to regional planning and, furthermore, conservation planning is intimately related to land use planning at both the community and regional levels.

The concept of community planning is well accepted in Ontario. The broader need for long range regional planning is also recognized. Conservation planning is essential to such overall land-use considerations. In community planning there is the "official plan" which spells out the general policy of the community as it relates to land use and provision of major public services. The "official plan" is a guide for the municipality's development, for the physical location of vital services such as trunk mains and transportation routes; and for the sequence and priorities by which such development and services will be accomplished.

The "official plan" defines clear objectives yet allows a flexibility of action for long-term achievement of its aims. It is established only after various requirements have been fulfilled to acquaint the general public with all of its ramifications. It must also have the approval of the Minister of Municipal Affairs.

An "official plan" formulates long term policy. Implementation is usually initiated by restricted area by-laws regulating land use within the respective zones of the official plan.

Where such official plans exist, a conservation authority can better plan its own measures and programmes as an integral part of the community's land use programme. Between the planning authority and the conservation authority there must be, of course, continuous communication, cooperation and compromise. Where a municipality has no official plan, this reciprocity is unfeasible.

While commending the reciprocal relationship between planning and conservation authorities where it exists, the Committee must note the criticism that was reiterated during its hearings. One criticism was that local councils and planning agencies have, on occasion, collaborated with a conservation authority to designate certain lands in

the official plan and to zone them for conservation use when it was apparent that the conservation authority could not finance the acquisition of lands concerned for many years to come. Another criticism was that some conservation authorities have had difficulty integrating their measures with municipal authorities because of the absence of coordinated plans.

Where neither the municipality nor the conservation authority have plans or delineated objectives, there is inclined to be purposeless action, or no action whatsoever.

The latter condition seldom, in fact, occurs because, immediately following the formation of a conservation authority, the Department of Energy and Resources Management initiates a study of the watershed under the authority's jurisdiction. This study embraces water, land use, forestry, wildlife, recreation, and sometimes history. In effect, a technical inventory, it is the basis for a conservation programme which the authority has an implicit obligation to develop and implement.

While such studies are essential and informative, they describe each phenomenon but may lack the coordination needed to formulate an overall programme. In addition they do not project priorities or phase the implementation of the programme. The heart of the conservation concept in Ontario is the basic premise that conservation must concern itself with the wise use of all natural resources for the public betterment. This concept cannot tolerate the management of one resource in isolation from other resources.

The Select Committee is of the opinion that the watershed studies and reports form the basis for overall conservation programmes for the people of this Province. The plans for each watershed or authority jurisdiction should be developed and projected to anticipate future needs, rather than, document the past and define the problems of the present. These conservation plans should be as flexible as an official plan, of evident benefit to the citizens whose support is essential, and imaginative in scope. They should give guidance and direction; they should specify projects to be undertaken and the priority of implementation.

Every conservation authority, in the opinion of the Select Committee, should have a plan which parallels, complements and relates to the official plans of the municipalities within its jurisdiction. Just as The Planning Act contemplates that a municipal official plan consist of maps and written text, conservation legislation should provide for similar plans in the case of conservation authorities.

The Department of Energy and Resources Management is in a

position to ensure coordination of the conservation plans of the individual authorities on both a regional and Provincial level.

Before a conservation authority adopts its plan it should involve as much of the community as possible in the formulation of the programme. Legislation might specifically provide for advertising and public hearings.

The Select Committee believes that once land is designated for acquisition it should be mandatory that the authority acquire it within a period of three years from the date that the owner serves written notice on the authority that he desires to sell.

A conservation plan should not be valid until approved by the Minister of Energy and Resources Management. Any amendment to the plan should require Ministerial approval. No project or scheme should be undertaken until an overall conservation plan is adopted and approved. However, once such a plan has been approved by the Minister, it should be unnecessary for any external agency to provide further approval for any phase of the plan, except for the financing of the work.

It is essential that a conservation authority be obligated to initiate and implement its programme commensurate with its powers and financial capability.

The priority of projects within any single phase of a conservation programme, or between its various phases, should be flexible. It should for example, allow the authorities to acquire land when it becomes available on the open market, even though it has not been previously designated for immediate use.

The Select Committee recommends —

THAT every conservation authority be required to prepare with the assistance of the Department of Energy and Resources Management and public participation a long range “conservation plan”.

THAT the “conservation plan” should consist of maps and written text, enunciate policy, project future needs, specify projects to be undertaken and their priority.

THAT the “conservation plan” or any amendment thereof should not have force or effect until approved by the Minister of Energy and Resources Management.

THAT no project should be undertaken by an authority until a “conservation plan” has been adopted and approved by the Minister.

THAT every conservation authority shall undertake a programme to implement its “conservation plan” and shall be vested with sufficient power to do so.

THAT where land is designated in a “conservation plan” for acquisition it should be mandatory that the authority acquire such land within a period of three years from the date that the owner serves written notice on the authority that he desires to sell.

THAT when a “conservation plan” has been approved by the Minister, further approval to implement any phase of the plan should be unnecessary except for the financing of the work.

CHAPTER II

FINANCE

Conservation authorities are charged with the responsibility of carrying out resource management works on their watersheds. The money required for this work may be raised by the authorities under the terms of The Conservation Authorities Act from the member municipalities and supplemented by grants from the senior governments.

One of the major obstacles encountered by conservation authorities in carrying out their works is lack of funds. Increasing costs and demands for conservation services have stretched authority budgets to the limit and, particularly in watersheds where the assessment base is low, conservation programmes have been seriously hampered.

The terminology used in describing types of authority expenditures has caused some confusion. The Conservation Authorities Act defines administration costs in detail and includes all costs of operating a conservation project other than capital and maintenance.

For budget purposes the Department of Energy and Resources Management requires expenditures to be classified as Ordinary or Capital. Ordinary expenditures are equivalent to The Conservation Authorities Act definition of administrative costs but for departmental purposes are broken down into administration and conservation services. Conservation services include such items as tree planting assistance, nature displays, grassed waterway assistance and public education programmes.

In practice many authorities include a further item in their budgets, that of maintenance. This classification is necessary in authorities' budgets when maintenance work is required and is also necessary in department budgeting for expenditures related to the maintenance of dams on which grants are payable.

The definition of administration costs in The Conservation Authorities Act includes items not normally considered to be of an administrative nature. For example, the costs of earth moving machinery and tree planting equipment are normally considered to be a capital expenditure. Assistance in conservation programmes on private land would be considered as a conservation service, rather than an administrative cost. However, items of this nature are presently included in the definition of administrative costs and this tends to distort the ratio between true capital and administration expenditures.

In the examination of this problem the Select Committee found the terms used to define conservation expenditures confusing and overlapping.

The Select Committee recommends —

THAT section 1(a) of The Conservation Authorities Act be repealed.

THAT all authority expenditures be classified as either Ordinary or Capital.

THAT ordinary costs be defined to include all expenditures other than capital costs.

THAT capital costs be defined to include all expenditures for land and structures.

SOURCES OF REVENUE

Funds to carry out authority work are raised in the following ways —

Direct levies on the member municipalities.

User fees.

Sales and rentals

Donations.

Grants from the Federal and/or the Provincial Governments.

Levies

The Conservation Authorities Act (sections 19, 38 and 39) outlines in detail the procedure to be used by authorities to raise funds from the member municipalities.

The amount of money to be raised each year for administration and capital purposes is determined by the conservation authority. In most cases an authority bases its municipal levy on the population in the watershed, a smaller number of authorities use a combination of population and assessment, while a few use assessment alone. The method used is left to the discretion of the conservation authority.

The boundaries of conservation authorities are based on the heights of land between watersheds and as a result do not usually follow municipal boundaries. A municipality may be in more than one

conservation authority, or a part of the municipality may be in an authority, and another part in a watershed with no conservation authority. The location of the watershed boundary and the calculation as to the per cent of each municipality in a watershed is made by the Department of Energy and Resources Management and is mainly based on field surveys and map studies.

When an authority has calculated the amount of the levy that will be assessed against a municipality it is required to notify the clerk of the municipality. Section 38(5) of The Conservation Authorities Act states, "Where only a part of a participating municipality is situated in the area over which the authority has jurisdiction, the portion of the moneys required to be raised by that municipality for capital expenditure shall be charged against the rateable property in that part of the municipality." Similarly, section 39(3) states, "Where only a part of a participating municipality is situated in the area over which the authority has jurisdiction, the amount apportioned to that municipality shall be calculated and inserted in the collectors' roll for the current year against the rateable property in that part of the municipality and shall be collected and paid in the manner provided in subsection 2." In both cases the Act states that the municipalities' share of the cost **shall** be charged against the rateable property in that part of the municipality in the watershed. In some instances annual levies on municipalities only partly in the authority, are very small and the time and work involved in apportioning these small amounts among rateable properties is time consuming and costly. In practice many municipalities include such small amounts in the general levy.

The Select Committee recommends —

THAT sections 38(5) and 39(3) of The Conservation Authorities Act be amended by deleting the word "shall" and substituting the word "may" so that the sections would then read in part as follows ". . . for capital expenditure may be charged against the rateable property . . ." and

" . . . the amount apportioned to that municipality may be calculated and inserted . . .".

At present conservation authorities are required to submit to the Department of Energy and Resources Management, in September, a statement of proposed expenditures for the succeeding year. These statements do not constitute a firm commitment for expenditures on the part of the conservation authority since the final budget must

be approved by the membership of the current year. They do, however, impose an upper limit on the amount of grant available for an authority's ordinary expenditures and a definite guideline on the extent of grants available for capital costs. Since this information is available by the first of each calendar year an authority should be expected to approve a budget and notify member municipalities of the amount of their levy within the first two months of the year, the Select Committee believes.

The Select Committee recommends —

THAT section 39(2) of The Conservation Authorities Act be amended to provide that an authority shall make its levy against each participating municipality not later than February 15th of each year and that the secretary-treasurer of the authority shall certify to the clerk of each participating municipality the amount so levied not later than March 1st of each year.

Once an authority has notified a municipality of the amount of its levy and the municipality has accepted the assessment and has not appealed this amount to the Ontario Municipal Board, the levy becomes due. However, there is no time limit specified within which the amount must be paid to the authority. Some municipalities pay on receipt of notice, others at the end of the calendar year, and still others in two or more instalments throughout the year. Such variety makes it difficult for the authorities to budget accurately. It is suggested that some uniformity should be established for payment dates.

The Select Committee recommends —

THAT The Conservation Authorities Act be amended to require municipalities to forward to conservation authorities at least half of the annual levy by May 1st and the balance by September 1st of each calendar year.

Conservation works will generally benefit the majority of municipalities in a watershed. The basis for the conservation authorities movement is the belief that the cooperative action of the member municipalities will be for the betterment of all. The present policy of distributing cost of works among the member municipalities should be continued wherever possible. However, there will be exceptions to the general principle. A single municipality may, in fact, be the sole beneficiary of a conservation work and may be willing to pay the author-

ity's share of the cost. In some cases an individual municipality within a watershed has been willing to pay the entire cost of a scheme after Government grants but Department policy did not permit this to be done. It is the Select Committee's view that the policy applied in such cases should be sufficiently flexible to allow each project to be judged on its own merits.

The Select Committee recommends —

THAT conservation authorities be encouraged to distribute as evenly as possible among the member municipalities the cost of conservation projects.

THAT The Conservation Authorities Act be amended to permit the total authority share of the cost of a project to be borne by a single member municipality.

In financing some projects the authorities find it necessary to spread the municipal share of the cost over a period of several years. While such procedure is permissible it requires the approval of the Ontario Municipal Board (section 16). In order to obtain such approval certain steps are laid down. The authority must notify each municipality of the amount it will be required to pay each year for a specified number of years. The amount, in some cases, is small. The municipality in turn must appeal to the Ontario Municipal Board within one month if it is dissatisfied with the apportionment (section 19(2)). If satisfied, it should ask the Board for approval to pay its share of the cost of the work out of funds to be raised in subsequent years. There is, however, no compulsion on the municipality to file such a request nor is there a time limit within which such a request must be made. When the Ontario Municipal Board has received all requests and, if there are no appeals or hearings required, it may forward its approval to the authority and the municipalities. A municipality that by design or oversight fails to apply to the Ontario Municipal Board can effectively block a project indefinitely.

The Select Committee recommends —

THAT where a municipality is requested by an authority to raise its share of the cost of a project over more than one year, and no appeal of the amount is made by the municipality, that the latter be allowed 60 days from the date of notice from the authority within which to notify the Ontario Municipal Board of the method by which it proposes to raise the money. If the municipality fails to

so notify the Ontario Municipal Board within this time limit it shall be required to raise the money out of current revenue.

Where only a small part of a municipality is in a conservation authority the levy paid to the authority by that municipality may be very small. The Committee found instances of municipalities paying ten to twenty dollars a year and in one case as little as seven dollars. Each municipality is entitled to send a representative to the meetings of the conservation authorities but, in cases where the levy is less than \$100 the expenses of that authority member could well exceed the municipality's payment.

The Select Committee recommends —

THAT a minimum levy of at least one hundred dollars be required from each municipality sending a representative to a conservation authority.

User Fees

Entrance and camping fees are customary at the larger conservation areas near urban centres where average daily use is high. However, there are a large number of small conservation areas throughout Ontario where user fees are not charged. In these areas the number of visitors would not warrant the outlay necessary to collect entrance fees, but the need for such areas has been amply demonstrated by the peak use on certain days, particularly weekends and holidays.

The Select Committee recommends —

THAT where size and facilities of conservation areas are adequate and other factors make it practical, conservation authorities should be encouraged to charge user fees to offset maintenance and development costs of the facilities.

Sales and Rentals

Some conservation authorities derive revenue from the sale of logs, firewood, granular material and miscellaneous items, such as postcards and pamphlets.

On occasion a conservation authority may find that a parcel of land has become surplus to its needs and in this event the land may

be sold with the approval of the Lieutenant Governor in Council. Some authorities have obtained revenue by leasing lands for various purposes including pasture, hunting and cottage sites. The Committee heard criticism levelled at the use of conservation lands for cottage purposes. This practice limits the public use of these lands and creates many additional problems peculiar to summer cottage areas.

The extent and method of the use of concessions in conservation areas varies greatly, but in heavily used areas it appears to be a sound method of providing services, such as food and boats and, at the same time, of maintaining control of these services.

The Select Committee recommends —

THAT conservation authorities be encouraged to make the best economic use of their lands consistent with sound conservation practices with a view to producing additional revenue.

THAT the development of areas for summer cottages on conservation authority lands be discouraged but that where such developments are permitted they be in a location and arrangement which will not hamper public use of the recreational facilities of the area.

Donations

Occasionally individuals or organizations may wish to express support for the work of a conservation authority through donations. Such donations have been made to conservation authorities in various forms, the most common being land and money.

Municipalities have given lands to conservation authorities for specific purposes, such as channel improvements or erosion control works, and public spirited citizens have donated land for wildlife preservation, recreation and historic sites.

Conservation authorities, although non-profit organizations, are not designated as charitable organizations for tax purposes. As a result, gifts and donations are not tax deductible by the donor. At least two conservation authorities have incorporated a foundation authorized to accept donations and bequests which are deductible for tax purposes.

No government grant is payable to match a cash donation made directly to the conservation authority. If, however, the sum is paid to a member municipality of the conservation authority, which in turn pays

it to the authority, the latter can obtain a grant equal to, or more than, the donation.

The Select Committee recommends —

THAT funds donated directly to conservation authorities be considered for government grants on the same basis as municipal levies.

Grants

More than half of the cost of conservation authority works is recovered by means of government grants. The Federal and Provincial Governments participate in resource management financing to varying degrees up to 75 per cent of the total cost and without these grants most authorities would be quite unable to carry out their suggested programmes.

Since the initial schemes were undertaken by authorities in 1947, available grants have varied, in general becoming more generous, although in some fields they have been restricted or eliminated.

Federal Government assistance for major flood control structures is available through the Department of Mines, Energy and Resources under the conditions of the Canada Water Conservation Assistance Act, and for a variety of land and water conservation measures through the Federal-Provincial Rural Rehabilitation Agreement of The Agricultural Rehabilitation Development Act administered by the Department of Forestry. In both cases the conservation authorities deal through the Province for Federal Government grants and not directly with the Government of Canada.

At the Provincial level the conservation authorities receive most of their financial assistance through the Conservation Authorities Branch of the Department of Energy and Resources Management. Grants for administration, capital works, preliminary engineering, small reservoirs, recreation and wildlife, are all administered by this Department.

The Department of Lands and Forests pays grants relating to the purchase and management of forest and potential forest properties which become part of the conservation authority programme.

The Department of Highways has paid subsidies to conservation authorities where a bridge or highway is incorporated in a water conservation structure. The amount of the subsidy has been equivalent

to the Department's share of the cost of the highway or bridge structure had the latter been built independently.

Department of Energy and Resources Management

Grants to conservation authorities are basically for two classes of expenditures, Ordinary and Capital. The types of grant and division of cost are as follows —

Ordinary

Administration as defined in section 1(a) of The Conservation Authorities Act	Province 50% Authority 50%
---	-------------------------------

Maintenance on dams and certain water control structures only	Province 75% Authority 25%
---	-------------------------------

Capital

Preliminary engineering studies and surveys	Province 75% Authority 25%
---	-------------------------------

Flood control projects not under agreement with the Government of Canada	Province 50% Authority 50%
--	-------------------------------

Flood control projects under agreement with the Government of Canada	Federal 37-1/2% Province 37-1/2% Authority 25%
--	--

Small reservoir programme	Province 75% Authority 25%
---------------------------	-------------------------------

From April 1, 1964, to December 31, 1966, the conservation authorities were eligible for a payment from the Department of 100 per cent of the cost of construction of small dams and required to repay 25 per cent over a period of up to thirteen years. The first three years of the repayment period were interest free, while the remaining ten years bore interest at a rate determined at the time the scheme was approved.

From January 1st, 1967, the Federal and Provincial Governments have agreed to share equally in the payment of a 75 per cent grant for small dam construction. No provision is made for financing the authorities' share.

The Select Committee recommends —

THAT the Department of Energy and Resources Management initiate a policy of financing the conservation authorities' share of the cost of water control measures over a period of years.

In some watersheds it is possible to provide water supply reservoirs by the construction of low level dams and pumps in major drainage ditches or extensions of them. Indeed, in certain areas where no suitable valley sites are available for dams and reservoirs, such methods may be not only the most economical, but the only means of providing water for agricultural and domestic purposes.

The Select Committee is of the opinion that, where multiple use can be made of drainage measures for water supply purposes, this should be encouraged. Conservation authorities should be permitted to carry out the necessary work to create such water supply sources and grants for the cost of the work should be equal to those available for the construction of small dams.

The Select Committee recommends —

THAT grants equal to those available for the construction of small dams and reservoirs be available to conservation authorities that are able to provide water supply reservoirs through structures in, and modification of, major drainage ditches.

Grants are payable to authorities on the completion of a project and after accounts in connection with the work have been paid. All expenditures must be supported by vouchers and a certificate from an employee of the Department indicating that the work has been done in accordance with the approved plans and specifications.

In the case of ordinary expenditures authorities are required to obtain approval for the necessary grants from the Department of Energy and Resources Management. On receipt of such approval the authority may make expenditures up to the approved amount.

The accounting procedure under which conservation authorities operate requires the conservation authority to make payment for goods or services before the approved grant will be paid. The authority submits applications for grants to the Department at regular intervals

based on the expenditures to that date.

The procedure for obtaining capital grants is similar, except that requests for grants usually are based on engineering studies and estimates. Also it is possible to initiate capital schemes and receive approval for grants within one calendar year.

In the past many authorities have experienced delays in obtaining approval for expenditures, and arbitrary reductions in the amount of administration grants were made, so that authorities did not receive government grants to match municipal levies. Such procedures created two difficulties. Late approval of grants required authorities to operate on revenue from member municipalities and bank loans for an extended period of time. Unexpected reductions in grants at mid-year caused reappraisals of authority projects and cutbacks in works already underway. It is suggested that, in the interest of economy, delays in processing authority claims for grants should be held to a minimum.

The Select Committee recommends —

THAT the Department of Energy and Resources Management provide funds to match, at the approved grant rate, authority moneys raised for approved expenditures.

THAT the Department of Energy and Resources Management take such steps as are necessary to expedite the payment of grants to conservation authorities.

Many of the representations made to the Select Committee referred to conservation assistance programmes on private land. The Committee believes that these could be carried out with the cooperation of property owners to achieve the desired goals of a conservation plan without the expense of land purchase. Grants for such types of work are limited at present and conservation authorities have been reluctant to undertake any without provincial financial assistance.

The Select Committee recommends —

THAT conservation authorities be encouraged to undertake resource management measures on private lands and that grants be made available to help finance such work.

All projects have to be maintained, whether they be water control structures or recreational facilities. The maintenance entails such mat-

ters as financing, fire protection, dam repairs, grass cutting and the upkeep of equipment. The wages of personnel involved in maintenance work form the substantial part of a maintenance budget.

Grants are not presently paid on maintenance costs except, within limits, on flood control structures. Maintenance costs are most pronounced in recreational areas. Entry fees are usually charged in large conservation areas and these help to offset maintenance costs. Some intensively used areas near urban centres produce more revenue than is required for their maintenance and the surplus can be applied to

wards the maintenance of the less heavily used areas in that authority. A large number of authorities have developed small areas which are of particular local interest because of their geological, historical or botanical significance. Recreational areas in conjunction with small reservoirs, mill ponds, rivers and lakes serve the need of the local and travelling public and are also a prominent feature in most authority programmes. Many of these areas are not large enough to justify the expense of fee collection facilities and, as a result, produce no revenue. However, they must be maintained and many submissions to the Select Committee indicated that the maintenance costs are becoming an increasing burden to some authorities to the detriment of their overall conservation programmes. The establishment of other much needed recreation areas is being threatened.

The Select Committee recommends —

THAT grants be paid on maintenance costs.

Besides the grant restrictions on maintenance costs the Department has listed a number of items which it has decided are not eligible for grants. Among these are liability insurance, hydro and taxes on revenue producing conservation areas. The conservation works for which these costs are incurred are approved under the terms of The Conservation Authorities Act or have received approval by the Minister as schemes of the authority.

The Select Committee recommends —

THAT all expenditures for approved conservation authority works be eligible for grants.

Section 42 of The Conservation Authorities Act states in part “. . . that grants made to an authority by the Minister in any year

for any one purpose shall not exceed \$10,000." Prior to 1962, all grants to authorities had to be authorized by Order in Council. The purpose of the re-enactment of this section in 1962, was to expedite the approval of smaller projects. Those which are eligible for grants in excess of \$10,000 require the approval of the Lieutenant Governor in Council. The Committee feels that the limit of \$10,000 is unrealistic in the light of today's higher costs.

The Select Committee recommends —

THAT section 42 of The Conservation Authorities Act be amended by striking out the figure \$10,000 and inserting in lieu thereof the figure \$25,000.

The Conservation Authorities Act does not specifically enable authorities to acquire historic sites nor are grants available for this purpose. Structures of historical significance are often found in areas where dams and other water conservation works are located. Where features of historic interest are closely related to an authority project the Select Committee believes that grants should be made available for their acquisition and restoration.

The preservation of historic sites is important to the people of the watershed and the Province. Historical societies have a wealth of knowledge and experience which is useful in the reconstruction of features of historic value while conservation authorities often have staff, equipment and materials available for the physical implementation of the necessary work. A combination of both would provide a logical and economical means of carrying out approved projects.

The Select Committee recommends —

THAT section 17(i) of The Conservation Authorities Act be amended to empower conservation authorities to acquire historic sites with the approval of the Minister.

THAT grants be made available to conservation authorities for the acquisition and restoration of historic sites where the historical features of the project form an integral part of a conservation programme.

THAT conservation authorities work in close cooperation with local historical societies in the restoration of historic sites.

All major water conservation and flood control measures require the purchase of land. Long range plans of conservation authorities often indicate the land that will be required for such projects years before their construction can be undertaken. The Select Committee recognizes the fact that the parcels required may come on the market at reasonable prices during this interval, but that the authorities are unable to obtain a grant for their purchase until the project, including the structure, has been approved by the Minister. When the project is eventually undertaken, land costs are frequently much higher than anticipated and property owners may be reluctant to sell. If the lands required for the proposed conservation work could be assembled by an authority as they became available on the open market a substantial saving in cost would be likely. It is also probable that there would be less disruption to the property owners at the time the work itself was undertaken.

The Select Committee recommends —

THAT grants be made available to conservation authorities for the purchase and assembly of lands which will be required for approved long range conservation works provided that such lands can be acquired on the open market at a cost approved by the authority and the Minister.

Long range plans of a number of conservation authorities provide for water conservation works of varying magnitude undertaken as finances permit. One of the critical factors in such projects is the rising cost of land. Some watersheds have a limited number of suitable reservoir sites and residential or industrial encroachments would have the effect of eliminating them for water conservation purposes, or inflating the cost of the land. If such lands, or substantial portions of them, can be acquired by the authorities before major increases in land prices occur the ultimate cost of the project will be held down.

Two suggestions have been made for providing funds to conservation authorities to acquire lands; the issue of debentures by the conservation authorities, or provision of a Provincial development fund.

The Select Committee recommends —

THAT a development fund be established by the Province to finance the acquisition of land by conservation authorities.

The activities of conservation authorities across the Province vary greatly. In its visit to the thirty-six authorities the Select Committee became aware of the greater ability of certain areas to support conservation measures. It was apparent that the financial base of the municipalities making up an authority largely determines its programme. Conservation authorities that are predominantly rural are less able to support an active conservation programme than authorities with large urban centres. Land may be more costly in urban areas but this is often offset by higher construction cost for conservation works in the thinly populated areas.

While population may be an important criterion in determining an authority's ability to finance its conservation programme a better one is the assessment base.

Studies carried out by the Select Committee showed a variation in average equalized assessment per square mile from \$45,000 in a rural authority to \$16,519,000 in a predominately urban authority.

The existing grant structure does not relate the need for conservation works with the ability of the authority to finance them. Certain watersheds in eastern and central Ontario have a high proportion of Crown land within their boundaries. This land generally does not contribute financially to the support of a conservation authority. It would seem essential to make allowance for this non-taxable land when considering a revised grant structure for conservation authorities.

The Select Committee has studied various bases for provincial contributions and grant structures and has made a detailed analysis of the financial organization of the conservation authorities. Where assessment figures were used in these studies a provincial equalization factor was applied to local assessment figures.

Comparisons were made among authorities on the basis of average population per square mile and average equalized assessment per square mile. Because assessment reflects more accurately the ability of people to pay, this basis was chosen instead of population only.

The table which follows shows each conservation authority and indicates its average equalized assessment per square mile, total population, average population per square mile and area for each of the conservation authorities. The authorities are listed in decreasing order of average equalized assessment per square mile.

CONSERVATION AUTHORITIES 1966

Assessment Equalized — per square mile

**Population — total and per square mile
and Area**

(in order of Equalized Assessment per square mile)

Conservation Authority	Assessment	Population		Watershed Area sq. mi.
	Equalized per sq. mi. \$ '000	per sq. mi. No.	Total '000	
Metropolitan Toronto and Region	(1) 16,519	(1) 2,017	1,952.9	(12) 968
Hamilton Region	(2) 11,615	(2) 1,868	319.5	(32) 171
Sault Ste Marie Region	(3) 5,364	(3) 872	72.4	(35) 83
Central Lake Ontario	(4) 2,991	(6) 490	118.5	(27) 242
Junction Creek	(5) 2,861	(5) 638	79.8	(33) 125
Mattagami Valley	(6) 2,850	(4) 821	27.9	(36) 34
Halton Region	(7) 2,359	(8) 347	127.1	(24) 366
Credit Valley	(8) 2,238	(9) 324	124.0	(23) 383
Rideau Valley	(9) 1,968	(10) 322	407.8	(6) 1,265
Niagara Peninsula	(10) 1,914	(7) 350	332.9	(13) 950
Upper Thames River	(11) 1,183	(11) 220	291.5	(5) 1,325
Raisin River	(12) 870	(12) 206	53.7	(26) 261
Grand River	(13) 857	(15) 153	399.0	(1) 2,614
Holland Valley	(14) 836	(14) 159	36.9	(28) 232
Kettle Creek	(15) 784	(13) 172	34.2	(30) 199
Lakehead Region	(16) 645	(18) 110	107.9	(11) 980
Otonabee Region	(17) 612	(16) 126	76.1	(20) 603
Cataraqui Region	(18) 572	(19) 93	123.9	(4) 1,327
Big Creek Region	(19) 520	(20) 82	49.8	(19) 610
Otter Creek	(20) 447	(23) 73	23.7	(25) 323
Lower Thames Valley	(21) 443	(22) 75	65.4	(14) 869
Ganaraska Region	(22) 376	(24) 70	16.0	(29) 229
Catfish Creek	(23) 373	(21) 77	14.5	(31) 189
Sydenham Valley	(24) 267	(27) 50	53.0	(9) 1,052
Whitson Valley	(25) 265	(17) 123	15.1	(34) 123
Nottawasaga Valley	(26) 245	(28) 46	55.8	(7) 1,210
North Grey Region	(27) 221	(25) 53	34.6	(18) 655
Prince Edward Region	(28) 214	(26) 51	19.8	(22) 390
Ausable River	(29) 173	(31) 35	23.3	(17) 665
Maitland Valley	(30) 153	(30) 38	37.1	(10) 984
South Nation River	(31) 153	(29) 41	62.0	(3) 1,512
Moira River	(32) 150	(32) 34	36.4	(8) 1,056
Saugeen Valley	(33) 137	(33) 32	51.8	(2) 1,619
Sauble Valley	(34) 100	(35) 20	11.0	(21) 560
Napanee Region	(35) 86	(34) 26	19.4	(16) 750
Crowe Valley	(36) 45	(36) 9	7.2	(15) 775

Note - Figures shown in brackets (1) indicate order.

If the conservation authorities with the smaller assessment bases are to have the same opportunity to carry out conservation works as those financially stronger, they will require substantially higher grants.

For this reason the Committee is of the opinion that a sliding scale of grants should be developed based on the financial ability of each conservation authority to carry out an effective programme. The Committee is of the view that the new rate structure might vary from a low of 50 per cent to a high of 90 per cent.

The Select Committee recommends —

THAT a sliding scale of grants be developed based on the financial ability of each conservation authority to carry out an effective programme.

THAT the new grant structure would apply to all expenditures for the development and operation of all conservation works.

Department of Lands and Forests

One of the major recommendations in most reports prepared for conservation authorities by the Province is the acquisition of marginal and sub-marginal lands for forestry purposes. In some conservation authorities this is the major undertaking and in almost all it represents a large part of the resource management plan.

Many authorities have continuing programmes for acquisition of these recommended areas which are usually put under agreement with the Ontario Department of Lands and Forests for management.

Under the terms of the agreement, the Department of Lands and Forests makes a grant to the conservation authorities of 50 per cent of the purchase price of the land and 100 per cent of the timber value on the property. The property is managed by the Department of Lands and Forests for a period of approximately 50 years, during which the costs of management are carried by the Department with revenue from the property credited against these expenses. At the end of the agreement period the authorities have three options: to pay to the Department the net management costs and to take over the property; to repay one half of the net management costs and share subsequent costs and revenues with the Department; or turn over title to the properties to the

Department of Lands and Forests in return for the authorities' share of the original purchase price.

Certain features of these options have been found objectionable and several of the objections pertain to the financial aspects of the agreement.

The Select Committee understands that the Department of Lands and Forests estimate of the timber value on land proposed for acquisition is not available to the authority until, in most cases, the latter has purchased the property. This in effect means that the authority does not know what grant to expect when it negotiates for the purchase of a piece of land.

There appears to be some confusion as to the meaning of "timber value" when used in the agreement and such confusion has contributed to the dissatisfaction with existing agreements.

Conservation authorities have noted that the cost of surveys to determine the boundaries of forest properties are not eligible for grants. This would appear to be a legitimate cost of acquisition similar to legal fees which are eligible for grant. Survey costs for other land purchases have been accepted by the Department of Energy and Resources Management as eligible for grants.

Management costs are carried by the Department of Lands and Forests until, at the end of the agreement period, they become payable to the Department should the authority wish to take over the lands. Examples presented to the Select Committee indicate that the cumulative costs outstanding against the lands at the end of the agreement period would be far more than most authorities could afford to pay. While acknowledging this possibility the Department of Lands and Forests emphasized the fact that most forest properties would show a net profit at the time the trees were mature in 70 to 90 years.

Conservation authorities pay taxes on all property owned by them including forest land. Taxes on this land are eligible for a 50 per cent grant paid by the Department of Energy and Resources Management. In spite of such a grant the amount of taxes paid by authorities on forest land is threatening to stagnate this part of the programme.

The Select Committee recommends —

THAT the Department of Lands and Forests advise the conservation authorities of the appraised timber value on lands before it is optioned by the authority for forest purposes.

THAT the grant paid for the timber on the property be equal to the appraised value established by the Department of Lands and Forests.

THAT survey and legal costs incurred in the acquisition of forest properties be eligible for grant.

The Select Committee has studied the problems involved and feels that the conservation authorities must be permitted maximum flexibility in dealing with the forest lands and potential forest lands of their watersheds.

In certain areas the existing agreements are generally proving satisfactory and the authorities wish no major changes. In other regions it is obvious that radical adjustments must be made to stimulate an adequate forestry programme. Such changes must be made so that forest management will remain as a segment of the authorities' conservation plan, adjustable to meet changing land use patterns and local demands on the natural resources.

To accommodate the varying needs of individual authorities, the Select Committee proposes two alternatives to the existing agreements, and believes they should be available to those conservation authorities wishing to exercise them.

Under the conditions of the first alternative an authority would negotiate for and purchase the land with the grants available. It would hold title to the land for an agreement period of five to ten years during which it would insure that the land is planted and managed by the Department of Lands and Forests in accordance with the overall plan for the watershed. At the end of the agreement period the lands would vest in Her Majesty the Queen in right of Ontario and the Department of Lands and Forests would compensate the authority for the current market value of the lands plus the total amount of realty taxes paid together with all survey, legal and administrative costs. The authority would then be in a position to reinvest this money in other forest properties and follow through the same cycle.

The conservation authorities would retain the right after the termination of the agreement to express their views on the management of the forest property, and multiple use, where possible, would be assured.

A second alternative to the present agreements would be the application of The Woodlands Improvement Act, 1966.

Conservation authorities would purchase potential forest land with such grants as might be available to each authority. The authority would then place these lands under agreement to be managed under the terms and conditions of The Woodlands Improvement Act, 1966, and would be eligible to receive such technical and financial assistance as would be available to any private owner. The authorities would retain full ownership of the lands and would assist in the formation of a management plan to include multiple land use.

The Select Committee recommends —

THAT the basic principle of the existing forestry agreements between the Department of Lands and Forests and the conservation authorities be retained for those conservation authorities wishing to continue with them.

THAT as alternatives to the existing agreements the conservation authorities be permitted to exercise either of the following procedures in regard to the management of their forest lands.

(a) Lands acquired by an authority for forestry purposes be transferred to the Crown at the end of a five year period in return for compensation at current market value plus realty taxes, survey, legal and administrative costs pertaining to the land. The authorities would retain a voice in the management of the property and multiple use would be assured.

(b) Lands acquired by a conservation authority for forestry purposes would be managed under the conditions of The Woodlands Improvement Act, 1966, in the same manner as any other private woodland and the benefits and responsibilities under the terms of this Act would apply to the conservation authority lands so managed.

Department of Highways

The conservation authorities receive a subsidy from the Department of Highways when they are able to incorporate roads, highways or bridges in water control structures. The Department of Highways' contribution, in such cases, is equal to the amount that it would have paid had it built the road or bridge, or equivalent to the subsidy it would have paid to a local municipality had the road or bridge been a municipal undertaking.

The Select Committee commends the Department of Highways, the municipalities and the authorities for this cooperative effort which has been mutually beneficial.

Federal Government

There appeared to be a lack of information concerning the Agricultural Rehabilitation Development Agreement programme as it applied to conservation authorities. The authorities lacked consistent guidelines for use in planning programmes for which ARDA participation was being sought.

Some conservation authorities expressed reluctance to apply for ARDA funds for several reasons.

A clarification of the role of the authority, its eligibility for financial assistance, application procedures and guidelines in implementing the work are necessary to achieve a sound working relationship between the two bodies.

Overlapping of responsibility for works under ARDA by county ARDA Committees and authorities was also cited as a factor which confused the authorities in their approach for assistance under this Act.

The conservation authorities have channelled ARDA briefs through the Conservation Authorities Branch in order that technical aspects of proposals may be examined. This method of procedure appears sound and should be continued with the closest cooperation between the Conservation Authorities Branch and the ARDA Directorate to ensure minimum delay.

Marshes, swamps and similar wetlands are essential sources of streams and underground water supplies and require careful protection against indiscriminate drainage. Many conservation authorities recognize the value of these areas but have failed to implement active programmes for their preservation.

The acquisition of the lands in question may be required and in such cases financing may be the obstacle facing the authorities. If they could obtain limited rights to such areas, drainage might be prevented without excessive costs. On the other hand, the reason for protecting such land appears to be in line with the aims of ARDA and the costs of such protection should be eligible for financial assistance under ARDA.

The Select Committee recommends —

THAT conservation authorities place more emphasis on the protection of wetlands and source areas through acquisition, easements or similar controls and that the Province seek to have the costs of such protection made eligible for grants under ARDA.

Canada Water Conservation Assistance Act

This Federal statute has been used by the former Grand River Conservation Commission and several authorities to obtain funds for major flood control works. The Upper Thames River and the Metropolitan Toronto and Region Conservation Authorities have signed agreements under this Act which provide for the Federal and Provincial Government sharing equally in a grant of 75 per cent of the cost of a project, the balance being raised by the authority.

As conservation authorities do not deal directly with the Government of Canada the agreement to participate in projects under this Act is made between the Province of Ontario and the Government of Canada. The Province of Ontario and the conservation authority also enter into an agreement. Difficulty is sometimes experienced in carrying out the work and a duplication of effort exists in regard to details and minor changes in the contract documents.

The acquisition of flood plain lands may be necessary in conjunction with the construction of flood control reservoirs in a river valley plan. When such acquisition is a recognized part of the flood control measures, the cost of acquisition should be eligible for the same grants as would be available on the cost of the structures.

The Select Committee recommends —

THAT the agreements under The Canada Water Conservation Assistance Act between the Government of Canada, Government of Ontario and conservation authorities be reviewed with the aim of streamlining inspection and approval procedures thereby permitting the most efficient and economical use of the funds available.

THAT the cost of flood plain lands in an approved flood control plan, should be eligible for grants equal to those made toward the cost of the structures.

Taxes and Assessment

Lands owned by a conservation authority are assessed for municipal purposes and the authority pays taxes on lands and buildings which it purchases or otherwise acquires. Such lands, however, have the assessment limited to an amount not in excess of the assessed value immediately prior to acquisition. In addition, works or improvements erected by an authority on its lands are exempt from municipal taxation.

Where lands owned by an authority are leased or rented, section 4 of The Assessment Act permits these lands to be assessed on the same basis as if they were owned by any other person.

Taxes on authority properties are not static and increase or decrease with a change in mill rate. So long as there are no revisions in assessment the authority's taxes remain in line with those on similar lands in the municipality.

In recent years reassessment, often on a county basis, has taken place in areas where conservation authority lands are located. If by reassessment property assessments increase, the municipality can maintain a stable tax levy by reducing the mill rate. This can be a hardship to a municipality in which a conservation authority owns large acreages. These have a fixed assessment and produce less revenue under the new mill rate.

It is the opinion of the Committee that, in the event of a general reassessment, the assessment on authority lands should be adjusted in the same proportion as the average change in the assessment of land in the municipality. In such an adjustment of assessment, improvements made to the land by the authority would not be assessed. This would maintain authority taxes at a level comparable to that prior to reassessment, but would not penalize the authority for works undertaken for the protection or improvement of the watershed.

An alternative would be that conservation authority lands should be assessed on the same basis as other lands and that no special allowance be made.

The conservation authorities are essentially public service agencies, and operating funds, including those required to pay realty taxes, are obtained through the municipal and Provincial governments. Should the authorities be assessed and taxed on the same basis as any other property owner and if the result was an increase in taxes, the levies on the benefiting municipalities would increase proportionately and little advantage would be gained.

Argument was presented to show that authority lands make almost no demands on school systems and require little police and fire protection. Indeed, in some cases, authority fire protection equipment supplements municipal fire protection systems. Where authorities hold large acreages in rural townships, as in the case of authority forest properties, some township roads have required less maintenance since authority access is by truck or tractor and roads do not require the same degree of upkeep. Also where authority properties only are serviced by township roads snow ploughing may not be necessary.

On the other hand it was pointed out that the use of municipal roads increases substantially when an authority develops a recreational area but the municipality is unable to obtain increased revenues to take care of the added maintenance. Such recreation developments were not considered by some municipal delegates to be of any benefit to their municipality.

The Select Committee recommends —

THAT The Conservation Authorities Act be amended to provide that when a general reassessment of lands in a municipality is made, the assessment of conservation lands in that municipality shall be adjusted in the same proportion as the average new land assessment bears to the average old land assessment.

Lands owned by municipalities have, in certain instances, been required by conservation authorities for water control and other conservation measures. It is the policy of the Department of Energy and Resources Management to permit conservation authorities to pay only a nominal sum for lands being acquired from municipal corporations. The effect of this policy is to impose an unfair burden on a municipality which already owns lands required for a conservation project. This municipality would be contributing to the overall cost of the conservation work, and the transfer of land by it to the authority for a nominal amount, would, in effect, constitute a further levy.

The Select Committee recommends —

THAT The Conservation Authorities Act be amended to empower conservation authorities to purchase land owned by a municipal corporation or local board as defined in the Department of Municipal Affairs Act, provided that the purchase price does not exceed the current market

value and that such purchase price shall constitute a part of the cost of the project for grant purposes..

While certain minimum bookkeeping procedures are necessary in this, as in any other operation which administers public funds, the procedure for accounting and obtaining grants should be kept as simple as possible.

Conservation authorities with a large staff and a diversified programme of expenditures will require a detailed system of accounting. In many cases, two or three staff members may be required for this phase of the operation. A conservation authority with a small budget administered by a part time secretary-treasurer will be able to keep adequate records in a much simpler manner and should be encouraged to do so.

The Select Committee recommends —

THAT the Department of Energy and Resources Management assist conservation authorities in the simplifying of their accounting and bookkeeping procedures and keeping of records while at the same time recognizing the necessary differences in procedures between large and small authorities.

CHAPTER III

LAND ACQUISITION

Land acquisition by a conservation authority has already been considered briefly in the discussion of authority powers and duties. The power of conservation authorities to acquire or expropriate lands and the methods used are therefore considered in detail in this Chapter.

A conservation authority may acquire, by purchase, lease or otherwise, land required for the purpose of carrying out a conservation scheme. The authority may enter onto lands or expropriate them. (62) If lands are to be acquired for park or recreational purposes, the approval of the Minister of Energy and Resources Management must be first obtained. (63)

An authority may sell, lease or otherwise dispose of its lands, subject to approval of the Lieutenant Governor in Council. (64) Land is defined to embrace buildings, estate, term, easement, right or interest therein. (65) In certain circumstances it is necessary for a conservation authority to acquire the outright ownership of land while, in other instances, a lesser interest in the property would suffice.

Every effort should be made to practice sound conservation policies on land in private ownership. Official plans and zoning by-laws can be employed to good advantage in controlling and directing the wise use of land but the property owner should not be called upon to maintain in perpetuity and without compensation his holding in open space. On the other hand, it is unreasonable to suggest a firm policy of returning the land to the public domain. Such a course would be undesirable and economically prohibitive.

The Select Committee is of the view that, with more foresight and imagination, a more comprehensive conservation programme could be undertaken. It believes that greater effort should be made by conservation authorities to acquire specific rights or easements from property owners, rather than, outright ownership. Much land at the headwaters of streams might be protected in this way. Public hunting and fishing rights and the seasonal use of lakeshores and river banks for

(62) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Sections 17 & 22.

(63) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 17.

(64) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 17.

(65) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 1.

public recreational purposes might be obtained. Easement, as distinguished from outright ownership, would allow the land to remain assessed as privately owned property.

The Select Committee recommends —

THAT conservation authorities acquire wherever feasible limited estates in privately owned land rather than full ownership.

If, in the opinion of its chairman, the authority "can obtain the whole of any lot or parcel of land of which any part may be expropriated by it at a more reasonable price or to greater advantage than by acquiring such part only, it may expropriate the whole of such lot or parcel and may afterwards sell and convey any part thereof as it deems expedient.". (66)

Expropriation was one of the subjects most frequently discussed by delegations during the Committee's hearings. There was criticism of both the methods of expropriation undertaken by conservation authorities and the basis for determining compensation. Interrelated was the criticism that authorities effectively "froze" land by having it designated for greenbelt purposes in municipal land use plans, several years in advance of acquisition. This was sometimes done even when there was no reasonable assurance that the purchase of the lands could be financed within the foreseeable future.

The conservation authorities, in fact, have been faced with a dilemma. On the one hand there is need for long range community and regional planning with the consequent designation of certain lands for conservation purposes and protection of the public purse against speculative manipulation of land values. On the other, there is the need to protect the private land owner against hardship and loss which can result both from restriction of the use of his land and the depressing effect on land values when property has been earmarked for conservation purposes.

The Select Committee is of the opinion that, once a "conservation plan" as proposed in Chapter I of this report has received Ministerial approval, it should be unnecessary for an authority to establish before a judge the need for the acquisition of lands.

The recent amendment of The Expropriation Procedures Act pro-

(66) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 23.

claimed on January 1, 1967, provides that no conservation authority shall expropriate lands without the prior authority of a judge. All conservation projects require the approval of the Minister before they can be undertaken. If it is necessary for a conservation authority to acquire land in connection with a project then, implicit in the Ministerial approval, is the right to acquire the necessary land. The recent amendment to The Expropriation Prodecures Act has the effect of permitting a judge to veto the Ministerial decision which reflects Government policy.

In the event that the Committee's recommendations concerning long range conservation plans are not adopted, the Committee feels that prior to expropriating land, conservation authorities should obtain the approval of the Lieutenant Governor in Council. It is significant that the Select Committee on Land Expropriation in its report dated February 19, 1962, recommended in part that ". . . conservation authorities be authorized to expropriate under the same procedure as that applicable to the Crown if the agency is authorized to do so by the Lieutenant-Governor in Council.".

The procedure for expropriation of land by a conservation authority, as outlined in The Conservation Authorities Act, (67) is superceded by The Expropriation Procedures Act and is therefore misleading. The pertinent sections of The Conservation Authorities Act should be repealed.

Once land has been expropriated by an authority it should be appraised by two competent valuators who are specifically licensed by the Province to evaluate lands on behalf of conservation authorities.

The Expropriation Procedures Act provides that the authority ". . . shall make due compensation to the owner of the land for the land expropriated . . . ". (68). While this may appear imprecise it provides for flexibility of application in order to compensate justly an owner under varying conditions.

The authority, as a public body, is not a free agent in the open market. Its objectives and programmes are dependent upon public goodwill, regard and continuing support. Therefore, its procedures in acquiring land should be fair, just and above criticism, and should conspicuously appear to be fair and just. The owner should have access to the appraisers' reports on which the valuation has been based.

(67) The Conservation Authorities Act, R.S.O. 1960, Chapter 62, Sections 24 to 32 inclusive

(68) The Conservation Authorities Act, R. S. O. 1960, Chapter 62, Section 6.

The Select Committee believes that the authority should make a firm offer of a single and final price. The practice of interminable negotiations by an authority to the detriment of the owner, or pressuring his acceptance of less than the appraised value, should be discouraged by legislation. If the owner is dissatisfied then compensation should be arbitrated.

The owner should be compensated for 110 per cent of the appraised price. It is very difficult for an appraiser to give his opinion on anything other than market value. Yet value to the owner is a concept which should not be dismissed. The owner of the land being expropriated by an authority is not a vendor in the open market. Sentimental severances, inconveniences and incidental expenses are often real consequences of expropriations and additional to the loss of land. It was once common practice to pay an owner an additional ten per cent, or at least a nominal compensation for these factors. The practice should be reinstated and be applicable to both improved and vacant land.

Full compensation should include the legal and appraisal costs incurred by the owner in protecting his right to fair payment for his property. A limit might be necessary in regard to appraisal fees though this should not be based on a percentage of the property valuation. Solicitors fees should be taxed if they appear to be unreasonable. Both appraisers and solicitors fees incurred by the owner, subject to such limitations, should be paid by the authority. If the question of compensation is determined by the Ontario Municipal Board then appraisal and legal cost should be at the discretion of that Board.

The established rate of interest at five per cent per annum on the value of expropriated land should be increased to a current or more realistic rate. The owner should be paid interest from the date that vacant lands vest in an authority, or from the date the authority is given possession of occupied premises, until compensation is paid in full. Less than a current interest rate would in effect encourage authorities to obtain temporary financing at the expense of owners from whom they expropriate property.

The Select Committee recommends —

THAT approval by the Lieutenant Governor in Council be obtained before a conservation authority is authorized to expropriate lands.

THAT The Expropriation Procedures Amendment Act, 1966, section 1, be amended to delete the reference to conservation authorities.

THAT in the event the Committee's recommendation concerning "conservation plan" is adopted and a conservation plan is approved by the Minister then authorization by the Lieutenant Governor in Council for the expropriation of lands necessary to implement the plan should not be required.

THAT the sections of The Conservation Authorities Act referring to expropriation procedures be repealed.

THAT valuators appraising conservation authority lands be licensed by the Province.

THAT conservation authorities be required to obtain at least two appraisal reports from licensed appraisers in regard to each parcel of land expropriated.

THAT the owner have access to the appraisers' reports on which the valuation has been based.

THAT an additional allowance of 10 per cent of the offered settlement be paid to the expropriated owner.

THAT the authority's offer shall be single and final.

THAT the expropriated owner be reimbursed for reasonable legal and appraisal costs.

THAT the rate of interest payable on the appraised value of the expropriated property pending settlement of compensation be adjusted to a current or more realistic rate.

THAT in the event that the question of compensation is arbitrated the appraisal reports of the expropriating authority and of the owner whose land is expropriated shall be open for inspection by both parties prior to the date fixed for arbitration.

CHAPTER IV

ADMINISTRATIVE PRACTICES

The administrative practices of conservation authorities are governed by The Conservation Authorities Act and by policy and regulations laid down by the Department of Energy and Resources Management. In addition some authorities have made regulations concerning matters of procedure.

During the early years of the conservation authorities movement the Province provided more personal guidance and assistance than at present.

Conservation Authority Staff

The staffs of the conservation authorities in Ontario range from the minimum of a part-time secretary-treasurer to, in the larger authorities, a complete complement of office, technical and operational staff.

During the first years of an authority's existence the members themselves carry out much of the research, organization and supervision of jobs, and as long as the activities of the authority remain limited such a procedure is adequate.

All conservation authorities employ a secretary-treasurer who has a key administrative position. While most of the secretary-treasurers are at present part-time, a growing number of authorities is finding it necessary to have such a position filled on a full time basis. Three conservation authorities at present have hired a director of operations or a general manager.

It has been the practice of many authorities to appoint an auditor and solicitor on a regular basis. In addition, use is made of consultants for engineering works, park planning, personnel matters, information and education programmes and historic site development. Rapidly changing patterns of conservation work, pressure to undertake more and larger projects and the more complex approval procedures have highlighted the need for greater Department assistance, particularly in the more recently formed authorities.

The Select Committee recommends —

THAT the Department of Energy and Resources Man-

agement in consultation with the authorities prepare a manual as a guide for authority operations.

THAT the Department of Energy and Resources Management make consultants available to all authorities to help in the establishment and implementation of administrative procedures.

Information and Education

An informed public is the foundation of a successful conservation programme. Only when the people of a watershed have a complete and accurate understanding of an authority's objectives and methods can they provide the support that is essential for the programme.

Industry and government accept advertising and education as indispensable for successful operations and conservation authorities must place equal emphasis on this aspect of their work.

The formation of each conservation authority has been the result of a public education programme, a determined effort to let the people of a river valley know what would be expected of them and what they in turn would receive from such an organization. This approach is necessary as the establishment of an authority depends on local initiative.

In their formative years conservation authorities were most conscious of their public image and every effort was made to enhance it. In recent years some conservation authorities have lost sight of this element of public support in their enthusiasm to carry out much needed works; programmes have moved too far ahead of community support and resulted in a backlash of opposition. Many of the criticisms heard by the Select Committee were directed at the lack of information available regarding work of the authority. The Select Committee contends that a more vigorous information programme must be provided by the authorities and the Department.

Internal information is directed at authority members, municipal councillors and members of the Provincial and Federal parliaments.

Authority members must be fully aware of the authority programme and its capabilities. They must pass on this information to their councils and the public.

Municipalities criticized the lack of information concerning authority activities. Members appointed by council to authorities do not always report to the council and even when the authority member is a member of council the liaison is not assured.

Financial contributions from the senior governments have played an important part in the life of an authority and will continue to do so. It is necessary that members of the Provincial and Federal parliaments be kept fully informed of the progress and problems of this important element of community activities.

The Select Committee recommends —

THAT members of the Provincial and Federal parliaments be kept fully informed of the activities of of conservation authorities in their respective ridings.

THAT conservation authority members be required to report regularly to their municipal councils.

THAT the minutes of all authority, executive committee, advisory board and special committee meetings be distributed promptly to all authority members.

The public information and education function of a conservation authority is to inform citizens of the river valley who, although contributing to and benefiting from a programme, have only an occasional contact with the organization.

Most authorities recognize the need for telling their story to the people and a variety of methods are used to good advantage. The press, radio and television have all been used successfully by most conservation authorities, with the former being particularly valuable in the rural watershed. Regular or periodic press releases, feature articles, and news items of authority meetings have been of great assistance to conservation authorities. In most cases the press has welcomed information which has been provided by the conservation authorities in verbal, written or pictorial form.

Conservation authorities generally provide speakers for service clubs and other public and private organizations. Exhibits at fairs and exhibitions, tours for school children, field days and publications have all served as important parts in advertising the work.

Conservation education, as it applies to elementary and secondary school students, has been recognized and emphasized by

authorities and government departments in recent years. One-day school tours, scrap book and essay contests have been standard and successful undertakings. More recently, conservation schools in make-shift or permanent buildings have allowed the intensive use of the conservation authorities' assets by many hundreds of boys and girls. An amendment to The Schools Administration Act in 1965, allowed a school board with an average daily attendance of 10,000 or more to ". . . acquire by purchase or otherwise land . . . for the purpose of erecting a natural science school . . ." and that "Where a board builds and operates a natural science school, it may conduct a natural science and conservation programme in co-operation with a conservation authority.".

This section, while recognizing the value of conservation education restricts participation by school boards to only the most heavily populated areas.

The Select Committee feels that such education should be available to all students and that a modification of the 10,000 daily attendance figure should be considered.

In spite of all such programmes a large segment of the population remains unaware of the work of conservation authorities. Criticism and opposition result from inadequate public relations. As conservation authorities assume a stronger role in the administration of natural resource programmes, it is essential that their information and education programmes be expanded to ensure that the people of the watershed are fully aware of the assistance available and the progress of authority undertakings. The authorities must inform the people, and the Department of Energy and Resources Management must in turn support the conservation authorities, by providing literature, films, pictures and technical assistance.

The Select Committee recommends —

THAT conservation authorities provide daily and weekly newspapers with more press releases and pictorial material.

THAT the use of radio and television by conservation authorities be expanded.

THAT the Conservation Authorities Branch make available to conservation authorities, props, films, pictures, etc. for use by the news media.

THAT the Conservation Authorities Branch provide photographic services to the conservation authorities.

THAT the Conservation Authorities Branch encourage the exchange of information and exhibit material among the various conservation authorities.

THAT the Conservation Authorities Branch expand its programme of film production.

THAT the Department of Energy and Resources Management initiate discussions with the Department of Education in order to develop a practical and co-ordinated conservation school programme.

THAT consideration be given to modifying the limitation of an average daily attendance of 10,000 which governs the availability of conservation education programmes and conservation schools.

Private Land Assistance Programmes

In the United States, Bill 566, allows for conservation measures on small watersheds. However, before major flood control structures are built with federal and state funds on these watersheds, proper land use practices must be put into operation on private land above such structures. Technical and financial help is provided but the participation of the landowner is expected. This policy has much merit and might well be incorporated in Ontario's conservation practices.

Rocketing land costs in many areas of the Province will prevent authorities from carrying out many of their proposed projects if they are required to purchase the land. If the desired measures can be implemented in a more satisfactory manner, it would not appear practical to have authorities acquire vast holdings with the resulting maintenance and management costs.

One of the strengths of the conservation authorities concept is that of individual participation in a variety of conservation undertakings for the benefit of the river valley. The basic work unit in a watershed is the private holding and where the owner is willing to carry out recognized conservation practices, he should not only be allowed but also encouraged to do so.

Most conservation authorities have provided some type of assistance measures for private land improvement. These have commonly

taken the form of tree planting, pond planning and grassed waterway assistance, although others, such as, tile drainage, pond management and erosion control have been tried on a limited scale.

The Select Committee recommends —

THAT conservation authorities provide increased technical and financial assistance for conservation measures on private lands.

One of the most successful conservation authority private programmes was the assistance in pond construction. Between 1950 and 1964, some 3,500 ponds were built with direct assistance from authorities. In almost all cases the ponds were valuable conservation structures, storing surface runoff or freshet and flood water for use during dry periods. Whether the use was stock watering, fire protection, domestic or recreation, the result was a reduction in the demand on the critical underground water supply. The larger ponds provided by dams on small streams were, in many cases, capable of recharging ground water supplies and increasing stream flow.

The pond programme was tailored to meet the needs of each watershed. It was a tangible return for the authority levy and one of the key features in water management and public relations programming. It provided a valuable opportunity for the authority to make its objectives known to the land owner.

Since the programme was assumed by the Province in 1963, the conditions of assistance have been standardized and only ponds on operating farms are eligible for assistance. However, in most cases, the grant is larger and available to all farmers and not just those in conservation authorities.

The Select Committee recommends —

THAT is those areas of Ontario where conservation authorities are established, financial and technical assistance for the construction of ponds be exercised by the authorities.

THAT in areas of Ontario without conservation authorities the Province continue its programme of assistance in the construction of farm ponds.

THAT specifications for pond construction be determined by each conservation authority to meet the needs and conditions of the individual watershed.

The planting of trees on private lands has met with ready acceptance by farmers and non-resident landowners alike. Fourteen conservation authorities provide this type of assistance in varying degrees, depending on the need, demand and finances of the authority. In recent years over 1,500,000 trees have been planted annually by the authorities on private holdings. These plantations, generally on marginal lands, provide for erosion control, flood retardation, timber production, wildlife cover and beautification, all aims of a conservation authority.

The Woodlands Improvement Act, passed in 1966, removed this assistance programme from the jurisdiction of conservation authorities on the basis that such measures must be available to all woodlot owners in southern Ontario. Because of its design this Act has little application to northern Ontario.

This aspect of resource management is most important and relates directly to any overall plan of watershed management.

The Select Committee recommends —

THAT the programme of woodland improvement as outlined in The Woodlands Improvement Act, 1966, be administered through the conservation authorities.

Every capital project adopted by a conservation authority must be described in detail and submitted in writing to the Minister of Energy and Resources Management. Various government departments, boards and commissions may then be called upon to approve the project. Depending on the scope of the work, agencies such as the Department of Lands and Forests, the Ontario Municipal Board, the Agricultural Rehabilitation and Development Act Directorate, the Parks Integration Board and the Ontario Water Resources Commission, may be required to sanction the implementation of the project.

The Select Committee heard criticisms that approvals of projects were taking an unreasonable length of time. It also heard complaints that the authorities were not informed as to the stage that had been reached in the processing of approvals, even though extensive delays were experienced. The Committee has considered these complaints and feels that the conservation authorities are sometimes to blame for not providing adequate information when their initial briefs are submitted.

In other cases the complaints regarding delays appeared to be legitimate. Protracted delays can cause increased costs and poor public relations which reflect on the conservation authority and the government involved. Where delays are unavoidable an explanation should be given to the authority.

The Select Committee recommends —

THAT the Department of Energy and Resources Management insure prompt consideration of authority briefs which request approval for capital projects and, that where delays in approval are unavoidable, the conservation authorities be notified as to the reason for the delay and the expected date of approval.

The matter of land drainage has been of keen concern to many conservation authorities. Drainage is recognized as a necessary aspect of proper land management and without it many acres of agricultural land would have been unworkable. The reports prepared by the Department for the authorities deal at some length with the drainage problems of each watershed and some conservation authorities have encouraged tile drainage through subsidy programmes.

The Select Committee recognizes that land drainage is necessary for optimum production in certain soils of the Province. The drainage assistance programmes which have been provided to farmers have brought into production many acres of otherwise marginal land.

There have been, however, detrimental results from some drainage works and adequate safeguards must be provided to ensure that their benefits outweigh the adverse effects.

The plan of the conservation authorities is designed to coordinate the management of all the land and water resources in the best interest of the people of the river valley and proposed drainage projects should, in the opinion of the Committee, be brought to the attention of the authority before any drainage engineering studies are carried out.

While the Drainage Act provides that a copy of the engineer's report be forwarded to each conservation authority that has jurisdiction over any land affected by the report, it is, nevertheless, the opinion of the Committee that the conservation authority should be notified of the proposed study before the engineer is engaged.

A conservation authority has the right of appeal from the report of the engineer on the ground that the drainage work would injuriously affect a scheme of the authority. However, no provision is made for an authority to appeal when a proposed drain does not affect a specific authority project. The authority should be allowed the right to appeal any drainage undertaking within its boundaries.

The Select Committee recommends —

THAT before an engineering study is undertaken to determine the location or costs of a drain under The Drainage Act, the conservation authority in the watershed be notified by the municipal clerk.

THAT where a drain under The Drainage Act is proposed in an area over which a conservation authority has jurisdiction the authority shall have the right of appeal from the report of the engineer.

Section 18(1) of The Conservation Authorities Act permits conservation authorities to enter into agreements with municipalities for the provision of access roads to certain conservation areas. Access to such areas is, in some cases, directly off provincial highways.

The Select Committee recommends —

THAT section 18(1) of The Conservation Authorities Act be amended to permit conservation authorities to enter into agreements with the Department of Highways as well as municipalities, for the purposes of providing and maintaining access to conservation areas.

Research

In many fields of resource management, including drainage, a lack of basic information is a handicap involving conservation problems and extensive research is needed.

Universities and government departments are doing much to provide answers for some of these problems but the research is not always directed towards the problems faced by the conservation authorities. Some authorities have carried out limited experiments, particularly in the matter of erosion control methods, but much more research is still required.

The operations of conservation authorities provide many suitable locations for experimental works and universities have available personnel and knowledge to carry out useful investigations. The coordination of both could add greatly to the knowledge available and be of practical use in solving many of the soil and water problems that are faced.

The Select Committee recommends —

THAT the Province of Ontario assist research into all aspects of resource management.

Department Administration

Efficient and progressive administration by the Department of Energy and Resources Management is essential for optimum results from the conservation authorities movement. Conservation authorities are conscious of their autonomy and would resent domination by a government agency. Such domination would weaken the local initiative which is so important. However, conservation authorities do need additional guidance and assistance in all aspects of their programmes.

Since 1946, the conservation authorities have grown in number from three to thirty-six and 529 municipalities are now involved. The number, scope and variety of programmes have grown proportionately. The Select Committee feels that the Conservation Authorities Branch has not kept pace with this authority growth and its role should be reassessed in the light of present day needs.

The role of the Department of Energy and Resources Management in the operation of conservation authorities will be discussed under the headings of surveys and conservation reports, and field officers and technical staff.

Surveys and Conservation Reports

When dealing in its brief with the matter of conservation surveys and reports, the Committee of Conservation Authority Chairmen stated that "the conservation reports have been of great value to the authority. They have been valuable, not only in providing guidelines for the Authority in setting up its programme, but . . . for other departments and agencies interested in resource management."

In most authorities the report is the only comprehensive inventory of natural resource information and the authorities consider it the basis for their resource management programme. Few authorities, on the other hand, felt that they had completed a significant number of the recommendations made in their reports. The reasons suggested were lack of funds, shortage of technical assistance and a gradual outdatedness of the content of the report.

Changing land use patterns, increasing demands for water and for recreational facilities, and new concepts of conservation planning have tended to make some sections of the reports obsolete. An updating of the reports would be valuable in allowing for a more realistic program. A reprinting of certain reports with updated sections would provide a renewed incentive for authority members and stimulate authority programmes.

The content and format of the report has been suggested as being "rather standardized" and the Committee recognizes the need for a more flexible approach to the watershed study.

Two aspects of the report were particularly noted. The chapter dealing with the history of the watershed, previously found in all reports, has been missing in recent ones. It is felt that this section is valuable and should be included.

In early watershed studies recreation was not considered important; today it is a focal section of the programmes of some authorities. It is felt that this phase of conservation should be dealt with more fully as a supplement to older reports and with increased emphasis in future ones.

Greater attention is being placed on social and economic factors as they relate to resource management. The Select Committee believes that conservation reports should, to a greater degree, relate conservation recommendations to these factors.

One of the strongest criticisms concerning conservation reports was the time lag between the completion of the survey and the receipt of the report by the authority. Also a number of the more recent reports have been received by the authorities in sections with a span of three to four years between the first and the final chapters. Such a procedure encourages a piecemeal approach to watershed management.

The printed summaries of the complete report appear to be most valuable in public relations and public education work and their pre-

paration by the Department should be continued.

The conservation surveys and reports are seen as the basis for the "conservation plan" recommended in Chapter I.

The Select Committee recommends —

THAT conservation reports be reviewed at least once every ten years and if necessary revised to incorporate major changes in watershed plans.

THAT reprinting of out of print reports be undertaken so that all authority members and participating organizations may have copies.

THAT the format of future conservation reports be fully flexible and include consideration of social and economic factors in keeping with the requirements of the subject watershed.

THAT a chapter on history be included in all future reports and that this chapter be added as a supplement to existing reports.

THAT recreation be recognized as a primary resource use and adequate study and emphasis be given to it in new reports and in the updating of old ones.

THAT complete conservation reports be made available to authorities not later than two years after their formation.

THAT all future conservation reports and the updating of existing ones be designed to provide conservation authorities with a basis for their "conservation plan".

Field Officers and Technical Staff

Since 1950 the Province has provided the conservation authorities with professional assistance in the form of field officers and technical and professional specialists.

The supply of such personnel has not kept pace with the expansion of the conservation authorities and substantial increases are required to service adequately the existing conservation authorities and provide for future expansion in additional watersheds.

The field officer is an employee of the Department of Energy and Resources Management appointed to work with conservation authorities and provide technical and administrative assistance in carrying out the programme.

There are at present twenty-two field officers servicing the thirty-six conservation authorities in the Province. While some of these men are attached full time to one authority, others must divide their time among two, three or even four authorities. Conservation authorities in northern Ontario do not have field officers.

In many cases the extent of an authority programme is related closely to the services of the field man. The Select Committee believes that more efficient programming could be achieved by some of the less active authorities if a field man were appointed.

The five authorities in northern Ontario have never had the services of a field officer in spite of repeated requests from some of them.

Two conservation authorities have "Directors of Operations" and one has a "General Manager". The authorities that have hired these officials do not have field officers. Shortage of Department staff, and the fact that these larger authorities already had technical staff of their own, were two reasons for not providing Department men in these watersheds. These three authorities indicated that they would welcome the assistance of a Department man and did not feel there would be a conflict or overlap of duties.

The Select Committee recommends —

THAT the complement of field officers be increased so that adequate technical liaison and assistance be available to all authorities.

The duties and responsibilities of a field officer are not set out in formal terms and the relationship between the authority and the field officer varies greatly from watershed to watershed. In some cases he is responsible for much of the planning, development and supervision of an authority programme and, in some smaller authorities, constitutes the entire field staff. In authorities with a more vigorous and active programme his duties are restricted to supervision and technical consultation. In most cases this flexibility has worked well and efficient operation could not have been achieved without it. As the number of field officers increases, guidelines

will be necessary to outline in general terms the responsibilities of this position as they relate to the conservation authority and the Department. These guidelines should be flexible and prepared in consultation between the Department, field officer and each conservation authority.

The Select Committee recommends —

THAT guidelines be established regarding the responsibilities and duties of the field officer of each authority after consultation between the Department of Energy and Resources Management, each conservation authority and its respective field officer.

The Department of Energy and Resources Management has made available to conservation authorities, on a limited basis, the services of technical specialists. Staff of the Conservation Authorities Branch has been used by the authorities as consultants in particular fields. Such services have been described as "most worthwhile" and it has been suggested that they "should be greatly extended". While the large conservation authorities are able to engage their own technical personnel, the smaller authorities do not have the need for such help on a full time basis. However, they do require technical advice on many occasions.

The Select Committee recognizes a need for additional expert assistance in the fields of forestry, wildlife, recreation, engineering, conservation education and administrative procedure.

The matter of expropriation has been dealt with in Chapter III. Most conservation authorities have seldom resorted to expropriation and require guidance in the correct procedure when it becomes necessary.

Information and education programmes are vital to the successful operation of any conservation authority. Such programmes are limited on many conservation authorities because of a shortage of personnel rather than lack of funds.

Effective presentation of slides and films can be used to advantage in promoting the conservation authorities' programmes, and the Select Committee believes that the Department should make technical help available in this field.

Conservation school activities are a relatively new field of public education and are receiving attention by an increasing number of conservation authorities.

Representatives from the conservation authorities and the Department of Education have indicated to the Select Committee that they would welcome a closer coordination to ensure success of this activity.

The Select Committee recommends —

THAT additional assistance by the Department be made available to conservation authorities to help service private land assistance programmes and as consultants in specialized fields, such as agricultural engineering, wildlife, recreation, administration, expropriation procedures, public relations and conservation education.

In 1966 The Department of Energy and Resources Management initiated the Junior Conservationist Award Programme on an experimental basis.

It is designed to provide an opportunity for selected young people to pursue their interest in conservation and resource management, and more specifically as follows:

- to provide the chance for further experience, study and active participation in a field of activity in which the high school age student has already demonstrated a particular interest,
- to provide an incentive to youth organizations already conducting conservation programmes to work towards having their outstanding members participate in an opportunity for broader and more extensive resources management training,
- to encourage and interest participants to continue training as professional or technical conservationists or as citizen leaders in resources management.

The programme was critically assessed by the Department of Energy and Resources Management at the end of the summer and was judged to be successful.

The Select Committee recommends —

THAT the Junior Conservationist Award Programme of the Department of Energy and Resources Management be continued.

POLLUTION

Pollution of our natural environment is a characteristic of our times. It is, however a characteristic which cannot be tolerated if the environment is to continue playing the role which has been expected of it in the past.

The problems of air, soil and water pollution are formidable and largely unexplored. Expanded research and the implementation of existing regulations are essential to combat this growing threat.

Conservation authorities have certain powers under The Conservation Authorities Act to deal with problems of water pollution in their watersheds while the Ontario Water Resources Commission is also charged with the responsibility of reducing pollution levels in the water of the Province.

During their investigations the Members of the Select Committee were shown examples of water pollution and saw cooperative actions by the Ontario Water Resources Commission and the conservation authorities in detecting and sampling areas of polluted water.

Long range plans of a river valley development must recognize locations for waste disposal structures and water supply sources and, conversely, such facilities must be designed to complement approved watershed plans. If jurisdictions which have responsibility for specific aspects of resource management do not carry out their responsibilities a chain reaction results and the overall watershed plan becomes void.

The Select Committee is of the opinion that the conservation authorities should continue to control pollution of their watershed resources through their powers under The Conservation Authorities Act. Their close cooperation with the Ontario Water Resources Commission and their use of its facilities is also considered necessary.

The Select Committee recommends —

THAT conservation authorities exercise their power to control pollution under the terms of The Conservation Authorities Act in cooperation with the Ontario Water Resources Commission.

DAMS

On many of the river systems in Ontario where conservation authorities are established a variety of dams exists. Many of the original dams were privately built to operate mills, for navigation purposes or for electric power generation. More recently dams have been constructed by public agencies for flood control and water supply purposes, for fish hatcheries, maintenance of water levels and recreation.

Through neglect many of the older dams have fallen into disrepair and no longer serve any useful purpose. Others are adequate at present but require upkeep and rehabilitation if they are to retain any value in water conservation.

The owners of these dams in many cases are unable or unwilling to invest the money needed to put and keep them in safe and usable condition.

The result is a deterioration of many small reservoirs which could be of value to the watershed.

While legislation exists which requires owners to keep their dams in repair, it is seldom enforced and, indeed, it is questionable whether individuals should be required to spend funds for works which will be of benefit to a river valley.

The Committee is of the opinion that where the owner of a dam is unable or unwilling to assume the cost of repairs and maintenance, and where the dam is of broad value as a water conservation measure, the conservation authority should acquire and maintain the structure.

The Select Committee recommends —

THAT where the restoration and maintenance of a privately owned dam is necessary for a water conservation programme and where the owner is unable or unwilling to undertake the necessary work, the conservation authority acquire and maintain the structure.

In some river valleys the multiplicity of ownership of the dams has caused major problems in water level control and flow regulation. Sudden releases of water or the cutoff of flows can result in fluctuating water levels with serious downstream effects.

Properly coordinated control of all the dams in a river system is necessary if the fullest use is to be made of the available water supplies.

At present this does not exist.

The Select Committee recommends —

THAT The Conservation Authorities Act be amended to permit the conservation authorities to coordinate the control of all the dams on a river system where a conservation authority is established.

NIAGARA ESCARPMENT

The Committee in its deliberations was called upon to consider one of the outstanding geological phenomena in the Province of Ontario — the Niagara Escarpment. The Escarpment stretches across central Ontario from Niagara Falls to the tip of the Bruce Peninsula, a distance of approximately 600 miles. It traverses a number of conservation authorities and blankets numerous municipalities, a feature which has made a comprehensive and consistent development policy difficult.

While mindful of its hydrologic and economic importance, the submissions tendered to the Committee concerning this unique part of the landscape centred on the means whereby its aesthetic features could be protected from the pressures of urbanization. They also took into account the fact that it provides a source of limestone, shale and granular material so important to the construction industry and the economy. Mutilation of the Escarpment face was a problem of deep concern.

It is clear that a determined effort to formulate a consistent policy in connection with the overall development and use of the Escarpment is needed. Local municipalities have the power to regulate land use and to pass by-laws governing the opening and operation of pits and quarries. A co-ordinated effort on the part of the local planning, conservation and public and private agencies would go a long way towards preserving the aesthetic features of the Escarpment. It would also leave to the local areas sufficient flexibility to regulate matters of purely local interest. However, strong direction and leadership is necessary from the Government of Ontario if this is to be accomplished.

The Select Committee recommends —

THAT the Provincial Government formulate, in conjunction with the local municipalities, conservation authorities and other public and private agencies and interested persons, a long range policy and comprehensive development plan for the Niagara Escarpment.

THAT consideration be given to the following matters prior to the adoption of a development plan:

- (a) preservation of the aesthetic and hydrologic features of the Escarpment;**
- (b) the economic importance of the limestone, shale and granular deposits;**
- (c) uniform local municipal by-laws governing the opening and operation of pits and quarries and the restoration or treatment of worked out areas;**
- (d) the co-ordination of municipal land use by-laws;**
- (e) the scientific, historical and recreational features of the Escarpment.**

DEPARTMENT OF GOVERNMENT

There is an urgent and ever increasing need for the coordinated planning of water resources, recreational facilities, soil, woodlands and wildlife. It is essential that the use of water, land and the resources they support be planned on a long range basis. Day to day, or even year to year, planning is no longer practical as is shown by the ten and twenty year projections in the many fields of business and government.

The Select Committee feels that greater emphasis on planning in resource management and cooperation with local and regional planning boards is essential. It is of the opinion that the most progressive approach to these problems is the provision of a department structured to accommodate the required planning and coordination.

The Select Committee does not believe that a new government department should be created for this purpose, but rather that the present Department of Energy and Resources Management should be expanded to include the administration of those Acts and jurisdictions which relate to resources management, particularly in the more heavily populated sections of Ontario.

Over the years the management of Ontario's renewable natural resources has become the responsibility of a variety of government departments, boards and commissions. Among those with responsibilities in this field are the Departments of Energy and Resources Management, Agriculture and Food, Lands and Forests, Municipal Affairs and Public Works, the Ontario Hydro-Electric Power Commission and the Ontario Water Resources Commission.

A number of the Statutes that are administered by these bodies are closely related and have a direct influence on the management of the natural resources in those areas examined by the Select Committee. While unification of all these agencies would be impractical and undesirable, it would appear that certain related functions could be brought together to good advantage.

The Select Committee believes that, in order that the function of the Department will be clearly and concisely indicated, the name should be changed to the Department of Conservation and Energy.

At the Resources for Tomorrow Conference in 1961, Mr. T. M. Paterson, of the Water Resources Branch of the Department of Northern Affairs and National Resources presented a comprehensive paper on "Administrative Framework for Management". In his comments relating to Ontario he noted that "administrative framework in Ontario is characterized by a large number of agencies administering a host of Acts and performing numerous and often duplicative functions. It has evolved perhaps from a general ad hoc approach to water management in which specific problems are dealt with as they arise in isolation from other problems. The need for coordinated and comprehensive approach is readily apparent".

Water management remains in the forefront of resource planning and the Select Committee is of the opinion that the required coordination could be effected by the inclusion of a number of administrations in one cabinet portfolio.

In the view of the Select Committee, the overall planning of water programmes should be the responsibility of this Department which would be in a position to relate the local requirements of the watershed authorities to Provincial standards and objectives. This Department would also be the body responsible for joint Federal-Provincial and Inter-Provincial arrangements in the field of water management which would include flood control, navigation, power generation and pollution control.

Statutes which would be included under the Department in the field of water management would be —

The Conservation Authorities Act
The Grand River Conservation Act, 1938
The Grand River Conservation Authority Act, 1966
The Beach Protection Act
The Lakes and Rivers Improvement Act
The Drainage Act, 1962-63
The Water Powers Regulation Act
The Ontario Water Resources Commission Act
The Power Commission Act

Also included would be —

The Great Lakes Institute
The Government Farm Pond Assistance Programme.

Another group of closely related administrations are in the field of parks and recreation. Here also a great many governmental agencies are involved, Federal, Provincial and municipal. In the past each has served a need but in the interest of most efficient planning it is felt that a greater degree of unification is required.

While in many cases the provision of recreation facilities is justified without regard to other resources, it is seldom, if ever, that their planning and development does not relate closely to soil, water, forest, wildlife or historical sites. Conversely, some aspect of recreation is almost invariably incorporated in the development plan of water conservation measures and woodland management.

The Select Committee recognizes the need for upgrading the status of parks and recreation in the resource management field and suggests that a greater number and diversity of recreation lands are needed in Ontario and that the demand will continue to grow.

The Select Committee is of the opinion that the required co-ordination between recreation facilities and other resource management could be facilitated by the inclusion of the following Acts under the jurisdiction of one minister,

The Parks Assistance Act
The Niagara Parks Act
The St. Lawrence Parks Commission Act.

The Parks Integration Board would also be in this department.

The stated objectives of the Rural Development Agreement of ARDA closely parallel those of the conservation authorities and, in many cases, the authorities have taken advantage of the financial assistance under this Act to accelerate their work. A number of projects undertaken through this Act, either on a Federal-Provincial or Federal-Provincial-Municipal basis, come close to, or within the scope of conservation authority programmes. The Select Committee is of the opinion that the fullest degree of unified effort could be achieved by placing The Agricultural Rehabilitation and Development Act (Ontario), 1962-63, under the administration of the Department of Conservation and Energy.

The Woodlands Improvement Act, 1966, is concerned primarily with woodland and potential woodland properties in southern Ontario, an aspect of conservation that, from the beginning, has been directly related to watershed management. For many of the conservation authorities forestry has been the basis of their programmes and a vital link with the individual property owner. This aspect of the work must not be segregated but must be retained as an integral part of the watershed plan.

The objectives of The Woodlands Improvement Act, 1966, are felt by the Committee to be most desirable. However, it is suggested that, rather than duplicate an existing authority programme or withdraw it from the authority's jurisdiction, the benefits of the Act should be provided at the local level through the conservation authorities. Elsewhere in the Report the Select Committee has recommended that conservation authorities be given the option of using The Woodlands Improvement Act, 1966, to develop authority forests. It would, therefore, be logical that The Woodlands Improvement Act, 1966, be placed in the Department of Conservation and Energy.

At present the Department of Energy and Resources Management administers directly or indirectly, the following Acts, The Conservation Authorities Act, The Grand River Conservation Act, 1938, The Grand River Conservation Authority Act, 1966, The Parks Assistance Act, The Ontario Water Resources Commission Act and The Power Commission Act. The Great Lakes Institute reports to the Legislature through the Minister of Energy and Resources Management who also has under his jurisdiction certain aspects of The Government Farm Pond Assistance Programme including the provision of funds for pond subsidies.

The Select Committee recommends —

THAT the Department of Energy and Resources Management be renamed the Department of Conservation and Energy and be responsible in the field of conservation for administering the following:

The Conservation Authorities Act

The Grand River Conservation Act, 1938

The Grand River Conservation Authority Act, 1966

The Agricultural Rehabilitation and Development Act (Ontario), 1962-63

The Parks Assistance Act

The Beach Protection Act

The Niagara Parks Act

The St. Lawrence Parks Commission Act

The Lakes and Rivers Improvement Act

The Drainage Act, 1962-63

The Water Powers Regulation Act

The Ontario Water Resources Commission Act

The Power Commission Act

The Woodlands Improvement Act, 1966

The Parks Integration Board

The Great Lakes Institute

The Government Farm Pond Assistance Programme

APPENDIX A
CONSERVATION AUTHORITIES
FEBRUARY 1967

Established under

The Conservation Authorities Act
R.S.O. 1960, Chapter 62

Ausable River Conservation Authority
Big Creek Region Conservation Authority
Cataroqui Region Conservation Authority
Catfish Creek Conservation Authority
Central Lake Ontario Conservation Authority
Credit Valley Conservation Authority
Crowe Valley Conservation Authority
Ganaraska Region Conservation Authority
Grand Valley Conservation Authority — inoperative*
Halton Region Conservation Authority
Hamilton Region Conservation Authority
Holland Valley Conservation Authority
Junction Creek Conservation Authority
Kettle Creek Conservation Authority
Lakehead Region Conservation Authority
Lower Thames Valley Conservation Authority
Maitland Valley Conservation Authority
Mattagami Valley Conservation Authority
Metropolitan Toronto and Region Conservation Authority
Moira River Conservation Authority
Napanee Region Conservation Authority
Niagara Peninsula Conservation Authority
North Grey Region Conservation Authority
Nottawasaga Valley Conservation Authority
Otonabee Region Conservation Authority
Otter Creek Conservation Authority
Prince Edward Region Conservation Authority
Raisin River Conservation Authority
Rideau Valley Conservation Authority
Sauble Valley Conservation Authority
Saugeen Valley Conservation Authority
Sault Ste. Marie Region Conservation Authority
South Nation River Conservation Authority
Sydenham Valley Conservation Authority
Upper Thames River Conservation Authority
Whitson Valley Conservation Authority

Established by

The Grand River Conservation Act, 1938

Grand River Conservation Commission — inoperative*

Established by

The Grand River Conservation Authority Act, 1966*

Grand River Conservation Authority

*Section 2(1) of The Grand River Conservation Authority Act, 1966, establishes the Authority for an amalgamation period ending on the 31st day of December, 1968, and section 16(2) states that the Grand Valley Conservation Authority and Grand River Conservation Commission shall be inoperative during the amalgamation period.

APPENDIX B



LEGISLATIVE ASSEMBLY

Select Committee on Conservation Authorities

The Select Committee appointed by the Legislative Assembly of the Province of Ontario ". . . to inquire into and review the provisions of The Conservation Authorities Act and such other Acts of this Legislature relevant to the powers exercised by conservation authorities as the Committee may deem appropriate

"And that without limiting the generality of the foregoing to inquire into and review the following matters:

- (a) the constitution and powers of conservation authorities including the number and method of appointment of members;
- (b) the system of financing the work of conservation authorities and the ability of local municipalities to pay for their share of conservation schemes;
- (c) the power of conservation authorities to acquire or expropriate lands and the methods used therefor;
- (d) the administrative practices and methods of conservation authorities in carrying out their responsibilities under The Conservation Authorities Act."

Conservation authorities, municipalities, associations and individuals are invited to present submissions.

Submissions should be filed with the Secretary by October 15th, 1965. Hearings will commence subsequent to that date.

D. Arthur Evans, M.P.P.
Chairman

Mrs. H. G. Rowan, C.A.,
Secretary,
Box 91, Parliament Bldgs.,
Toronto, Telephone 365-2804.

APPENDIX C

WRITTEN SUBMISSIONS MADE TO SELECT COMMITTEE ON CONSERVATION AUTHORITIES

to February, 1967

Conservation Authorities

Ausable River Conservation Authority
Big Creek Region, Otter Creek and Catfish Creek
Conservation Authorities
Cataraqui Region Conservation Authority
Credit Valley Conservation Authority
Grand Valley Conservation Authority
Halton Region Conservation Authority
Halton and Hamilton Region Conservation Authorities
Holland Valley Conservation Authority
Lakehead Region Conservation Authority
Lower Thames Valley Conservation Authority
Maitland Valley Conservation Authority
Metropolitan Toronto and Region Conservation Authority
Moira River Conservation Authority
Niagara Peninsula Conservation Authority
North Grey Region and Sauble Valley Conservation Authorities
Otonabee Region, Central Lake Ontario, Crowe Valley and
Ganaraska Region Conservation Authorities
Saugeen Valley Conservation Authority
Sault Ste. Marie Region Conservation Authority
South Nation River Conservation Authority
Sydenham Valley Conservation Authority
Upper Thames River Conservation Authority

Municipalities

Albion, Township of
Artemesia, Township of
Aurora, Town of
Belleville, City of
Bertie and Willoughby, Townships of
Blenheim, Town of; Camden, Township of; Chatham, City of;

Chatham, Township of; Harwich, Township of; Howard, Township of; Orford, Township of; Raleigh, Township of; Ridgetown, Town of; Romney, Township of; Thamesville, Village of; Tilbury, Town of; Tilbury East, Township of; Tilbury West, Township of; and Zone, Township of.

Bosanquet, Township of
Chatham, City of
Crystal Beach, Village of
Dundas, Town of
Dunwich, Township of
Exeter, Town of
Flamborough West, Township of
Garafraxa West, Township of
Hastings, County of
Innisfil, Township of
Kingston, City of
Lavant, Township of
London, Township of
Longlac, Township of
Luther West, Township of
Matilda, Township of
Metropolitan Toronto Council, the Executive Committee of
Norwich South, Township of
Oakville, Town of
Palmerston, Town of
Port Hope, Town of
Sault Ste. Marie, City of
Scarborough, Township of
Swansea, Village of
Thorold, Township of
Toronto Gore, Township of
Waterloo, Township of
Whitby, Township of
Woolwich, Township of
York, County of, Planning Office
York, East, Township of
York, North, Township of

Ontario Government Agencies

Ontario Water Resources Commission

Organizations and Individuals

Albion Township Property Owners Association
Anger, Mrs. Jean
Association of Ontario Land Surveyors
Baker, Eric W.
Beckett, Leo G.
Beckett, Thos. A.
Black River Control Committee
Campbell, A.M., Reeve of the Township of Scarborough
Card, Julia
Cassel, Milton J.
Central Middlesex Planning Board
Committee of Conservation Authority Chairmen
Conservation Council of Ontario
Crysler, Mrs. Mary Louise
Dawson, J.C.
Domtar Limited
Farina, John
Federation of Ontario Naturalists
Fines, Estate of Donald B.
Geiger, Mrs. D. W. and Eisenhauer, Mrs. H. R.
Goodman & Goodman, Barristers & Solicitors
Hall, F.C.
Hancock, F.P.
Hardy, Robert F.
Hogg, Dr. A. D.
International Union, U.A.W. Canadian Region
Jane and Eglinton Property Owners Association
Jones, C.A.
Junkin, Marvin
Lampman, Mrs. Marion J.
Long, Norman W.
Maple Creek Farms
McIntosh, T. Allen
National Research Council, Canadian Committee on the International
 Biological Programme
Nelson Crushed Stone, Burlington, Ontario, Division of King Paving
 & Materials Limited
Newman, J. C.
Ontario Chamber of Commerce
Ontario Federation of Agriculture
Ontario Federation of Labour
Ontario Municipal Association

Oxford County Federation of Agriculture
Paulyne Park
Peart, Fred
Pepper, Foster
Provincial Council of Women of Ontario, The
Prue, Sydney
Sarnia Lambton Regional Tourist Council
Sauriol, Charles
Sterne, Eliza Ann
Trimbee, James W. Sr.
Wicks, Mrs. Jean E.
Whitaker, W. D.
Wishart, George

APPENDIX D

ATTENDANCES UPON THE SELECT COMMITTEE ON CONSERVATION AUTHORITIES

to February, 1967

Conservation Authorities

Ausable River Conservation Authority
Big Creek Region, Otter Creek and Catfish Creek
 Conservation Authorities
Cataraqui Region Conservation Authority
Credit Valley Conservation Authority
Grand Valley Conservation Authority
Halton Region Conservation Authority
Halton and Hamilton Region Conservation Authorities
Holland Valley Conservation Authority
Lower Thames Valley Conservation Authority
Maitland Valley Conservation Authority
Metropolitan Toronto and Region Conservation Authority
Moira River Conservation Authority
Niagara Peninsula Conservation Authority
North Grey Region and Sauble Valley Conservation Authorities
Otonabee Region, Central Lake Ontario, Crowe Valley and
 Ganaraska Region Conservation Authorities
Saugeen Valley Conservation Authority
Sault Ste. Marie Region Conservation Authority
South Nation River Conservation Authority
Sydenham Valley Conservation Authority
Upper Thames River Conservation Authority

Municipalities

Albion, Township of
Aurora, Town of
Bertie and Willoughby, Townships of
Blenheim, Town of; Camden, Township of; Chatham, City of;
 Chatham, Township of; Harwich, Township of; Howard, Township of;
 Orford, Township of; Raleigh, Township of; Ridgetown, Town of;
 Romney, Township of; Thamesville, Village of; Tilbury, Town of;

Tilbury East, Township of; Tilbury West, Township of; and Zone, Township of.
Bosanquet, Township of
Chatham, City of
Dundas, Town of
Exeter, Town of
Flamborough West, Township of
Garafraxa West, Township of
Kingston, City of
Luther West, Township of
Matilda, Township of
Norwich South, Township of
Oakville, Town of
Palmerston, Town of
Sault Ste. Marie, City of
Scarborough, Township of
Toronto Gore, Township of
Waterloo, Township of
Whitby, Township of
Woolwich, Township of
York, East, Township of
York, North, Township of

Ontario Government Agencies

Ontario Water Resources Commission

Organizations and Individuals

Acton Limestone Quarries Limited
Aggregate Producers Association of Ontario
Albion Township Property Owners Association
Association of Ontario Land Surveyors
Baker, Eric W.
Beckett, Leo G.
Beckett, Thos. A.
Black River Control Committee
Campbell, A.M., Reeve of the Township of Scarborough
Card, Julia
Cassel, Milton J.
Committee of Conservation Authority Chairmen
Conservation Council of Ontario
Domtar Limited
Farina, John

Federation of Ontario Naturalists
Geiger, Mrs. D. W. and Eisenhauer, Mrs. H. R.
Hancock, F. P.
Hardy, Robert F.
Hogg, Dr. A. D.
International Union, U.A.W. Canadian Region
Jones, C.A.
Lampman, Mrs. Marion J.
Long, Norman W.
Maple Creek Farms
Milton Quarries Limited
Nelson Crushed Stone, Burlington, Ontario, Division of King Paving
& Materials Limited
Newman, J. C.
Ontario Chamber of Commerce
Ontario Federation of Agriculture
Ontario Federation of Labour
Ontario Municipal Association
Oxford County Federation of Agriculture
Paulyinne Park
Peart, Fred
Provincial Council of Women of Ontario, The
Prue, Sydney
Richardson, Dr. A. H.
Sarnia Lambton Regional Tourist Council
Sauriol, Charles
Sterne, Eliza Ann
Trimbee, James W. Sr.
Wicks, Mrs. Jean E.
Whitaker, W. D.
Wishart, George

Provincial Government

Department of Agriculture and Food
Department of Education
Department of Energy and Resources Management
Department of Lands and Forests

Government of Canada

Department of Citizenship and Immigration, Indian Affairs Branch
Department of Forestry and Rural Development

APPENDIX E

INTERIM REPORT

CONTENTS

Acknowledgements

Members of the Select Committee on
Conservation Authorities

Interim Report

ACKNOWLEDGEMENTS

During the visits of the Committee the members and staff of the conservation authorities were most helpful and additional information requested has been provided promptly.

Many excellent briefs have been submitted by the conservation authorities, municipalities, an Ontario Government agency, associations and individuals. The Department of Energy and Resources Management and other departments of the Government of Ontario have supplied information on various phases of the matter.

The Committee wishes to thank these organizations and persons for their co-operation.

The Committee also wishes to thank Mr. James A. Taylor, Q.C. Legal Counsel, Mr. H. G. Hooke, B.Sc.F., Technical Adviser and Mrs. H. G. Rowan, C. A., Secretary, for their assistance and advice.

MEMBERS OF
SELECT COMMITTEE
ON
CONSERVATION AUTHORITIES

D. Arthur Evans, Chairman	Simcoe Centre
Maurice Hamilton	Renfrew North
R. J. Harris	Beaches
Louis M. Hodgson	Scarborough East
George A. Kerr	Halton
Donald C. MacDonald	York South
W. Darcy McKeough	Kent West
Robert F. Nixon	Brant
Neil L. Olde	Middlesex South
Farquhar R. Oliver	Grey South
Donald A. Paterson	Essex South
Gord W. Pittock	Oxford
Allan E. Reuter	Waterloo South

(Mrs.) H. G. Rowan, C.A. Secretary to
the Committee

James A. Taylor, Q.C. Legal Counsel
to the Committee

H. G. Hooke, B. Sc. F Technical Adviser
to the Committee

To The Honourable
The Legislative Assembly of
The Province of Ontario

Parliament Buildings,
Toronto, Ontario,
March 15th, 1966

Honourable Members:

The Select Committee on Conservation Authorities was appointed by the Third Session of the Twenty-seventh Parliament on Tuesday, June 22nd, 1965, on a motion by the Honourable John P. Robarts, Q. C., Prime Minister of Ontario, seconded by the Honourable J. R. Simonett, Minister of Energy and Resources Management

“Ordered, That a Select Committee of this House be appointed to inquire into and review the provisions of The Conservation Authorities Act and such other Acts of this Legislature relevant to the powers exercised by conservation authorities as the Committee may deem appropriate

And that without limiting the generality of the foregoing to inquire into and review the following matters:

- (a) the constitution and powers of conservation authorities including the number and method of appointment of members;
- (b) the system of financing the work of conservation authorities and the ability of local municipalities to pay for their share of conservation schemes;
- (c) the power of conservation authorities to acquire or expropriate lands and the methods used therefor;
- (d) the administrative practices and methods of conservation authorities in carrying out their responsibilities under The Conservation Authorities Act.

And that the Select Committee have authority to sit during the interval between Sessions and have full power and authority to employ counsel and such other personnel as may be deemed advisable and to call for persons, papers and things and to examine witnesses under oath, and the Assembly doth command and compel attendance before the said Select Committee of such persons and the production of such papers and things as the Committee may deem necessary for any of its proceedings and deliberations, for which purpose the Honourable the Speaker may issue his warrant or warrants.

And the said Committee to consist of thirteen members to be composed as follows:—

Mr. Evans (Chairman), Messrs. Hamilton, Harris, Hodgson (Scarborough East), Kerr, MacDonald, McKeough, Nixon, Olde, Oliver Paterson, Pittock and Reuter.”

The first meeting was held on July 7th, 1965, and the following appointments made:—

Messrs. James A. Taylor, Q.C., Legal Counsel, H. G. Hooke, B. Sc. F., Technical Adviser, and Mrs. H. G. Rowan, C.A., Secretary.

An advertisement stating that the Select Committee had been appointed, quoting the terms of reference and inviting the presentation of submissions was published in the daily and weekly newspapers of Ontario during the week commencing August 23rd, 1965. (See Appendix B) A letter inviting the presentation of submissions and enclosing a copy of the advertisement was sent to the clerk of each municipality and the chairman of each conservation authority. The response was impressive. Ninety-eight briefs and submissions were received from conservation authorities, municipalities, associations and interested persons. (See Appendix C)

The Committee held 21 meetings, comprising a total of 58 days of which 37 days were spent in visiting Ontario conservation authorities and obtaining information in other areas, and 21 days in sittings in Toronto. During the ten days on which formal hearings were held 22 presentations were made. (See Appendix D)

Since the first steps were taken toward resource management on a river valley basis in the late 1930's significant progress has been made. Many fine examples of conservation works were seen by the Committee, the result of local initiative and government assistance combining to overcome recognized problems. Conservation authorities in Ontario point with pride to major accomplishments in food and erosion control, forestry and related aspects of watershed management.

In recent years the public has become more aware of its dependence on natural resources, which in the past have been taken for granted and the result is a growing demand for action to reclaim what has been damaged and to preserve for future generations those

resources which are still intact. While such awareness has provided support for the concept of conservation it has also created a greater number of more complex problems; problems which will require money, technical assistance and co-operation to solve.

The basic concept of the conservation authorities movement encourages co-operation among municipalities in the management of their natural resources in a river valley. The Conservation Authorities Act, which was enacted in 1946, is in principle a sound guide for action by the conservation authorities and with modifications can be made to resolve the problem of the wise use of soil, water, woods and wildlife for the people of an area.

Many and diverse problems relating to conservation authorities have already been brought to the attention of the Committee.

While on the one hand conservation authorities indicate that they are faced with a variety of obstacles which, at present, are limiting their effectiveness, on the other hand, individuals and municipalities have questioned the organization, procedures and practices of some authorities indicating the need for further study in this regard.

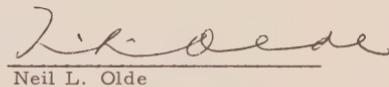
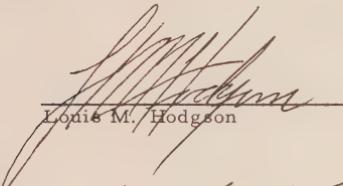
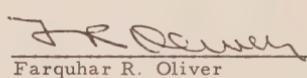
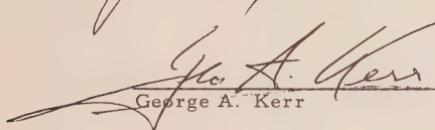
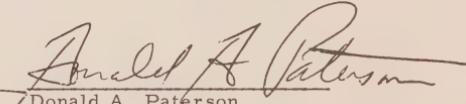
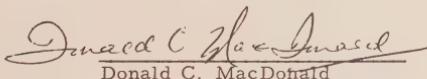
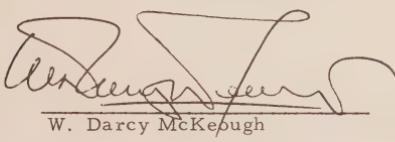
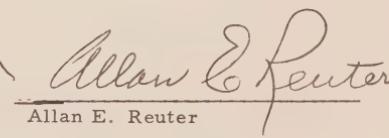
All the suggestions, complaints and problems that have been brought to the attention of the Committee must be carefully considered. An opportunity must also be provided for those who have not yet presented their submissions to appear before the Committee.

A final report therefore cannot be made at this time and the Committee respectfully requests that it be re-appointed in order to complete its deliberations and recommendations.

The Committee respectfully submits
its Interim Report.



D. Arthur Evans, Chairman


Maurice Hamilton Robert Nixon
Maurice Hamilton Robert F. Nixon
R. J. Harris
Neil L. Olde
Loxie M. Hodgson
Farquhar R. Oliver
George A. Kerr
Donald A. Paterson
Donald C. MacDonald
Gord. W. Pittock
W. Darcy McKeough
Allan E. Reuter

APPENDIX F

REPRESENTATION ON CONSERVATION AUTHORITIES

The appointment of members in the Metropolitan Toronto and Region, Hamilton Region and Grand River Conservation Authorities is established by special legislation. In the remaining 33 conservation authorities adoption of the proposed formula will increase the number of members in 12 of the authorities and will improve the relationship between the amount levied by the authority for general purposes and the representation of the municipality in the authority. The change in membership will be as follows:

Conservation Authority	Membership		
	Present	Proposed	Increase
Cataraqui Region	32	34	2
Central Lake Ontario	15	17	2
Credit Valley	21	23	2
Halton Region	15	19	4
Junction Creek	12	14	2
Lakehead Region	14	18	4
Niagara Peninsula	45	50	5
Otonabee Region	16	18	2
Raisin River	7	9	2
Rideau Valley	48	51	3
Sault Ste. Marie Region	4	6	2
Upper Thames River	40	42	2

APPENDIX G

CONSERVATION AUTHORITIES 1966

COMPARATIVE STATISTICS OF POPULATION, EQUALIZED ASSESSMENT, LEVY (GENERAL) AND

MEMBERS ON BASIS OF PRESENT AND PROPOSED FORMULA

BY TYPE OF MUNICIPALITY

Conservation Authority	Population %	Assessment		Levy		Present Formula		Proposed Formula	
		Equalized %	General %	Number	%	Number	%	Number	%
AUSABLE RIVER									
Towns	18.4	12.9	16.8	2	7.7				
Villages	18.1	17.4	18.4	6	23.1				
Townships	63.5	69.7	64.8	15	57.7				
Government Appointees				3	11.5				
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>26</u>	<u>100.0</u>				
BIG CREEK REGION									
Towns	38.2	33.7	40.3	4	19.0				
Village	1.6	0.9	1.1	1	4.8				
Townships	60.2	65.4	58.6	13	61.9				
Government Appointees				3	14.3				
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>21</u>	<u>100.0</u>				

APPENDIX G — (continued)

Conservation Authority	Population	Assessment Equalized	Levy General	Members	
				Present Formula	Proposed Formula
	%	%	%	Number	Number
CATARAQUI REGION					
Cities	58.1	65.4	57.7	5	15.6
Town (Separated)	4.3	3.5	4.3	1	3.1
Villages	1.6	0.7	1.6	3	9.4
Townships	36.0	30.4	36.4	21	65.6
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>32</u>	<u>100.0</u>
CATFISH CREEK					
City	6.3	5.6	6.5	1	10.0
Town	31.8	34.9	35.0	1	10.0
Village	3.6	1.4	1.6	1	10.0
Townships	58.3	58.1	56.9	4	40.0
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>10</u>	<u>100.0</u>
CENTRAL LAKE ONTARIO					
City	62.3	61.7	61.7	3	20.0
Towns	19.3	19.6	19.6	3	20.0
Townships	18.4	18.7	18.7	6	40.0
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>15</u>	<u>100.0</u>
CREDIT VALLEY					
Towns	37.8	30.9	37.2	8	38.1
Village	0.9	0.5	0.9	1	4.8
Townships	61.3	68.6	61.9	10	47.6
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>21</u>	<u>100.0</u>

APPENDIX G — (continued)

(SPECIAL LEGISLATION)

GRAND RIVER

HAMILTON REGION

APPENDIX G — (continued)

Conservation Authority	Population	Assessment Equalized		Levy General		Members	
		%	%	Number	%	Number	%
HOLLAND VALLEY							
Towns	57.7	55.8	56.7	4	33.3	5	44.4
Townships	42.3	44.2	43.3	5	41.7	2	14.3
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>3</u>	<u>25.0</u>	<u>7</u>	<u>28.6</u>
JUNCTION CREEK							
City	85.8	88.2	85.8	3	25.7	5	21.4
Towns	8.3	7.4	8.3	2	16.7	2	14.3
Townships	5.9	4.4	5.9	4	33.3	4	28.6
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>12</u>	<u>100.0</u>	<u>14</u>	<u>100.0</u>
KETTLE CREEK							
City	63.7	60.7	65.0	2	20.0	8	44.4
Villages	6.2	7.9	7.5	2	20.0	1	5.6
Townships	30.1	31.4	27.5	6	60.0	8	44.5
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>10</u>	<u>100.0</u>	<u>14</u>	<u>100.0</u>
LAKEHEAD REGION							
Cities	86.6	90.6	73.7	4	28.6	8	44.4
Townships and Improvement District	13.4	9.4	26.3	8	57.1	8	11.1
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>2</u>	<u>100.0</u>	<u>18</u>	<u>100.0</u>

APPENDIX G — (continued)

Conservation Authority	Population	Assessment Equalized	Levy General		Members	
			%	%	Present Formula Number	Proposed Formula Number
LOWER THAMES VALLEY						
City	42.5	41.0	42.2	2	6.5	
Towns	12.1	7.1	12.3	4	12.9	
Villages	4.4	3.0	4.5	4	12.9	No change
Townships	41.0	48.9	41.0	20	64.5	
Government Appointee				1	3.2	
				<u>31</u>	<u>100.0</u>	
MAITLAND VALLEY						
Towns	36.3	33.6	33.5	7	21.9	
Villages	5.8	4.2	5.0	3	9.4	
Townships	57.9	62.2	61.5	19	59.4	
Government Appointees				3	9.3	
				<u>32</u>	<u>100.0</u>	
MATTAGAMI VALLEY						
Town	89.4	91.0	82.0	2	50.0	
Townships	10.6	9.0	18.0	2	50.0	
Government Appointees					<u>4</u>	
					<u>100.0</u>	

Conservation Authority	Population %	Assessment Equalized %	Levy General %	Members	
				Present Formula Number	Proposed Formula Number
MOIRA RIVER					
City	54.9	60.8	60.0	2	9.5
Villages	7.9	5.4	6.6	3	14.3
Townships	37.2	33.8	33.4	13	61.9
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>21</u>	<u>14.3</u>
<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>21</u>	<u>100.0</u>
NAPANEE REGION					
Towns	33.2	39.4	40.2	2	10.0
Village	3.0	2.2	2.4	1	5.0
Townships	63.8	58.4	57.4	14	70.0
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>20</u>	<u>15.0</u>
<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>20</u>	<u>100.0</u>
NIAGARA PENINSULA					
Cities	60.2	63.2	60.2	10	22.2
Towns	9.2	7.7	9.2	5	11.1
Villages	2.5	2.5	2.5	3	6.7
Townships	28.1	26.6	28.1	24	53.3
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>45</u>	<u>6.7</u>
<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>45</u>	<u>100.0</u>
NORTH GREY REGION					
City	51.9	49.5	62.4	2	11.1
Towns	14.5	14.0	11.0	2	11.1
Villages	2.6	2.2	1.9	2	11.1
Townships	31.0	34.3	24.7	9	50.0
Government Appointees	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>18</u>	<u>16.7</u>
<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>18</u>	<u>100.0</u>

APPENDIX G — (continued)

APPENDIX G — (continued)

Conservation Authority	Population %	Assessment Equalized %	Levy General %	Members		Proposed Formula Number	Proposed Formula %
				Present Formula Number	Present Formula %		
NOTTAWASAGA VALLEY							
City	5.2	5.1	5.2	1	3.2		
Towns	24.0	19.4	23.9	3	9.7		
Villages	9.0	8.2	10.4	6	19.3		
Townships	61.8	67.3	60.5	18	58.1		
Government Appointees				3	9.7		
				<u>31</u>	<u>100.0</u>		
OTONABEE REGION							
City	70.2	71.5	70.5	3	18.8	27.8	
Villages	6.1	3.6	6.2	4	25.0	22.2	
Townships	23.7	24.9	23.3	8	50.0	44.4	
Government Appointee				1	6.2	5.6	
				<u>16</u>	<u>100.0</u>	<u>18</u>	
OTTER CREEK							
Town	28.3	32.6	28.3	1	5.6		
Villages	11.6	6.0	11.5	3	16.7		
Townships	60.1	61.4	60.2	11	61.1		
Government Appointees				3	16.6		
				<u>18</u>	<u>100.0</u>	<u>18</u>	

Conservation Authority	Population	Assessment Equalized		Levy General		Members	
		%	%	Number	%	Number	%
PRINCE EDWARD REGION							
Town	24.6	21.4	22.9	1	10.0		
Villages	8.7	7.0	9.3	2	20.0		
Townships	66.7	71.6	67.8	7	70.0	No change	
Government Appointees				<u>10</u>	<u>100.0</u>		
RAISIN River							
City	82.0	87.1	61.9	2	28.6	4	
Townships	18.0	12.9	38.1	5	71.4	5	
Government Appointees				<u>7</u>	<u>100.0</u>	<u>9</u>	
RIDEAU VALLEY							
Cities	75.9	77.6	7	14.6	9	17.6	
Towns	4.3	3.4	3	6.2	3	5.9	
Villages	1.3	1.9	5	10.4	5	9.8	
Townships	18.5	17.1	33	68.8	34	66.7	
Government Appointees				<u>48</u>	<u>100.0</u>	<u>51</u>	
SAUBLE VALLEY							
Town	17.9	9.9	14.9	1	6.7		
Villages	11.2	5.4	9.0	3	20.0		
Townships	70.9	84.7	76.1	8	53.3		
Government Appointees				<u>15</u>	<u>100.0</u>	<u>3</u>	<u>20.0</u>

APPENDIX G — (continued)

No change

APPENDIX G — (continued)

Conservation Authority	Population	Assessment Equalized		Levy General		Members	
		%	%	%	%	Present Formula	Proposed Formula
SAUGEEN VALLEY							
Towns	38.2	38.5	35.8	7	17.1		
Villages	9.1	6.6	8.2	6	14.6		
Townships	52.7	54.9	56.0	25	61.0		
Government Appointees				3	7.3		
				<u>41</u>	<u>100.0</u>		
SAULT STE MARIE REGION							
City	99.4	99.7	99.4	3	75.0	5	
Township	0.6	0.3	0.6	1	25.0	1	
Government Appointees				<u>4</u>	<u>100.0</u>	<u>6</u>	
SOUTH NATION RIVER							
Villages	10.7	11.2	10.8	7	21.2		
Townships	89.3	88.8	89.2	23	69.7		
Government Appointees				<u>3</u>	<u>9.1</u>		
SYDENHAM VALLEY							
Towns	42.7	32.9	42.6	6	18.8		
Villages	6.6	3.7	6.5	5	15.6		
Townships	50.7	63.4	50.9	19	59.4		
Government Appointees				<u>2</u>	<u>6.2</u>		

APPENDIX G — (continued)

Conservation Authority	Population	Assessment Equalized	Levy General	Members	
				Present Formula	Proposed Formula
	%	%	%	Number	Number
UPPER THAMES RIVER					
Cities	77.9	79.8	80.1	8	20.0
Towns	4.8	4.2	4.3	3	7.5
Villages	0.9	0.7	0.9	3	7.5
Townships	16.4	15.3	14.7	23	57.5
Government Appointees					
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>40</u>	<u>100.0</u>
WHITSON VALLEY					
Town	17.7	16.7	16.7	1	9.1
Townships	82.3	83.3	83.3	7	63.6
Government Appointees					
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>11</u>	<u>27.3</u>
					No change

LIST OF RECOMMENDATIONS

CHAPTER I CONSTITUTION AND POWERS OF CONSERVATION AUTHORITIES

- 1 THAT all of southern Ontario including off-shore islands, be embraced by conservation authorities and that the existing authorities be enlarged and that new conservation authorities be established to give effect to this recommendation; that southern Ontario be defined as the whole of those watersheds lying wholly or partly southerly of a line drawn between Pembroke and Parry Sound. (see map page 20)
- 2 THAT provisions of The Conservation Authorities Act for establishment of authorities be retained insofar as they may be necessary to the establishment of further conservation authorities to serve areas of northern Ontario as conditions in that region dictate.
- 3 THAT the word "project" be substituted for the word "scheme" in The Conservation Authorities Act so that the authorities' activities will be known as "projects".
- 4 THAT the term "conservancy" be substituted for the term "conservation authority" where it appears in The Conservation Authorities Act.
- 5 THAT The Conservation Authorities Act be renamed "The Conservancy Act".
- 6 THAT steps be taken to encourage more participation by Indian communities in conservation authorities.
- 7 THAT municipal representation on conservation authorities be revised to provide:
 - (a) seven representatives, instead of five, from a municipality having a population of 250,000 or more;
 - (b) six representatives, instead of four, from a municipality having a population of 100,000 or more but less than 250,000;
 - (c) five representatives, instead of three, from a municipality hav-

ing a population of 50,000 or more but less than 100,000;

- (d) four representatives, instead of two, from a municipality having a population of 40,000 or more but less than 50,000;
- (e) three representatives, instead of two, from a municipality having a population of 30,000 or more but less than 40,000;
- (f) two representatives, from a municipality having a population of 10,000 or more but less than 30,000;
- (g) one representative from a municipality having a population of less than 10,000.

8 THAT appointment of members by the Lieutenant Governor in Council be continued provided:

- (a) THAT they be made for a specified period not exceeding three years;
- (b) THAT they be eligible for reappointment;
- (c) THAT they may not constitute a quorum for any conservation authority meeting or meeting of its executive committee;
- (d) THAT where the chairman of an authority is appointed he shall by that very fact be a member of the authority's executive committee if such committee exists.

9 THAT municipal appointments to conservation authorities hold office for a fixed term concurrent with the term of the council making the appointment, or where the municipal council members' terms are staggered, appointments shall be for a term of two years. Members should be eligible for reappointment.

10 THAT municipal appointees to conservation authorities shall have qualifications similar to those required of a candidate for municipal office.

11 THAT the provisions of The Municipal Act, section 144, pertaining to the circumstances under which a member of a municipal council automatically vacates his seat, should apply to members of conservation authorities, insofar as it may be applicable with due alteration of details.

- 12 THAT The Conservation Authorities Act be amended to provide for declaring void any contract or agreement between an authority and one of its members and for the unseating of that member.
- 13 THAT provisions be made for a municipal council to fill a vacancy on a conservation authority caused by disqualification, recall or other reasons.
- 14 THAT a municipal council be empowered to recall an appointee to a conservation authority by a vote of two-thirds of the council members present and voting at a regular meeting of the council, if notice of intent of council to vote on the question had been given at the next preceding meeting of the council.
- 15 THAT The Conservation Authorities Act be amended to provide for payment of salaries, expenses and allowances to authority members, subject only to the approval of the Minister.
- 16 THAT a conservation authority shall, within one year of its establishment and subject to the Minister's approval, make regulations to provide for calling of meetings and prescribing the procedure at such meetings, or where a conservation authority already established has not made such regulations it do so within one year of notice from the Minister.
- 17 THAT a conservation authority shall give 15 days prior notice of a meeting of the authority to the clerk of each municipality within the authority, together with a copy of the agenda outlining matters to be considered at the meeting.
- 18 THAT the secretary-treasurer of an authority shall, within 15 days after any meeting of the authority, forward to the clerk of each municipality within the authority, copies of the minutes of such meeting, and that such copies be forwarded in any event not later than three days prior to the next meeting of the authority.
- 19 THAT at least three general membership meetings of conservation authorities be held each year at regular intervals.
- 20 THAT where a conservation authority decides to appoint an executive committee, it shall concurrently designate and delegate specified powers to such committee, and that these powers shall not include those enumerated in section 21(c) of The Conservation Authorities Act, nor shall they include the right to expropriate land, or any interest in land.

- 21 THAT powers delegated to an executive committee may be rescinded by a vote of two-thirds of the members of an authority.
- 22 THAT the approval of the Minister of Energy and Resources Management shall not be necessary for delegating powers to an executive committee nor for rescinding such powers.
- 23 THAT the minutes of executive committee meetings be forwarded to all members of the authority immediately after such meetings.
- 24 THAT The Conservation Authorities Act be amended to permit authorities to pay salaries, expenses and allowances to advisory board members subject to the Minister's approval.
- 25 THAT The Conservation Authorities Act be amended to delete those sections empowering advisory boards to act in regard to compensation arising out of expropriation or injurious affection of land.
- 26 THAT The Conservation Authorities Act be amended by striking out sub-sections (8) and (9) of section 4 in reference to the mandatory appointment of four watershed advisory boards by The Metropolitan Toronto and Region Conservation Authority.
- 27 THAT every conservation authority be required to prepare with the assistance of the Department of Energy and Resources Management and public participation a long range "conservation plan".
- 28 THAT the "conservation plan" should consist of maps and written text, enunciate policy, project future needs, specify projects to be undertaken and their priority.
- 29 THAT the "conservation plan" or any amendment thereof should not have force or effect until approved by the Minister of Energy and Resources Management.
- 30 THAT no project should be undertaken by an authority until a "conservation plan" has been adopted and approved by the Minister.
- 31 THAT every conservation authority shall undertake a programme to implement its "conservation plan" and shall be vested with sufficient power to do so.

- 32 THAT where land is designated in a "conservation plan" for acquisition it should be mandatory that the authority acquire such land within a period of three years from the date that the owner serves written notice on the authority that he desires to sell.
- 33 THAT when a "conservation plan" has been approved by the Minister, further approval to implement any phase of the plan should be unnecessary except for the financing of the work.

CHAPTER II

FINANCE

- 34 THAT section 1(a) of The Conservation Authorities Act be repealed.
- 35 THAT all authority expenditures be classified as either Ordinary or Capital.
- 36 THAT ordinary costs be defined to include all expenditures other than capital costs.
- 37 THAT capital costs be defined to include all expenditures for land and structures.
- 38 THAT sections 38(5) and 39(3) of The Conservation Authorities Act be amended by deleting the word "shall" and substituting the word "may" so that the sections would then read in part as follows ". . . for capital expenditure may be charged against the rateable property . . ." **and** ". . . the amount apportioned to that municipality may be calculated and inserted . . .".
- 39 THAT section 39(2) of The Conservation Authorities Act be amended to provide that an authority shall make its levy against each participating municipality not later than February 15th of each year and that the secretary-treasurer of the authority shall certify to the clerk of each participating municipality the amount so levied not later than March 1st of each year.

- 40 THAT The Conservation Authorities Act be amended to require municipalities to forward to conservation authorities at least half of the annual levy by May 1st and the balance by September 1st of each calendar year.
- 41 THAT conservation authorities be encouraged to distribute as evenly as possible among the member municipalities the cost of conservation projects.
- 42 THAT The Conservation Authorities Act be amended to permit the total authority share of the cost of a project to be borne by a single member municipality.
- 43 THAT where a municipality is requested by an authority to raise its share of the cost of a project over more than one year, and no appeal of the amount is made by the municipality, that the latter be allowed 60 days from the date of notice from the authority within which to notify the Ontario Municipal Board of the method by which it proposes to raise the money. If the municipality fails to so notify the Ontario Municipal Board within this time limit it shall be required to raise the money out of current revenue.
- 44 THAT a minimum levy of at least one hundred dollars be required from each municipality sending a representative to a conservation authority.
- 45 THAT where size and facilities of conservation areas are adequate and other factors make it practical, conservation authorities should be encouraged to charge user fees to offset maintenance and development costs of the facilities.
- 46 THAT conservation authorities be encouraged to make the best economic use of their lands consistent with sound conservation practices with a view to producing additonal revenue.
- 47 THAT the development of areas for summer cottages on conservation authority lands be discouraged but that where such developments are permitted they be in a location and arrangement which will not hamper public use of the recreational facilities of the area.
- 48 THAT funds donated directly to conservation authorities be considered for government grants on the same basis as municipal levies.

- 49 THAT the Department of Energy and Resources Management initiate a policy of financing the conservation authorities' share of the cost of water control measures over a period of years.
- 50 THAT grants equal to those available for the construction of small dams and reservoirs be available to conservation authorities that are able to provide water supply reservoirs through structures in, and modification of, major drainage ditches.
- 51 THAT the Department of Energy and Resources Management provide funds to match, at the approved grant rate, authority moneys raised for approved expenditures.
- 52 THAT the Department of Energy and Resources Management take such steps as are necessary to expedite the payment of grants to conservation authorities.
- 53 THAT conservation authorities be encouraged to undertake resource management measures on private lands and that grants be made available to help finance such work.
- 54 THAT grants be paid on maintenance costs.
- 55 THAT all expenditures for approved conservation authority works be eligible for grants.
- 56 THAT section 42 of The Conservation Authorities Act be amended by striking out the figure \$10,000 and inserting in lieu thereof the figure \$25,000.
- 57 THAT section 17(i) of The Conservation Authorities Act be amended to empower conservation authorities to acquire historic sites with the approval of the Minister.
- 58 THAT grants be made available to conservation authorities for the acquisition and restoration of historic sites where the historical features of the project form an integral part of a conservation programme.
- 59 THAT conservation authorities work in close cooperation with local historical societies in the restoration of historic sites.
- 60 THAT grants be made available to conservation authorities for the purchase and assembly of lands which will be required for

approved long range conservation works provided that such lands can be acquired on the open market at a cost approved by the authority and the Minister.

- 61 THAT a development fund be established by the Province to finance the acquisition of land by conservation authorities.
- 62 THAT a sliding scale of grants be developed based on the financial ability of each conservation authority to carry out an effective programme.
- 63 THAT the new grant structure would apply to all expenditures for the development and operation of all conservation works.
- 64 THAT the Department of Lands and Forests advise the conservation authorities of the appraised timber value on land before it is optioned by the authority for forest purposes.
- 65 THAT the grant paid for the timber on the property be equal to the appraised value established by the Department of Lands and Forests.
- 66 THAT survey and legal costs incurred in the acquisition of forest properties be eligible for grant.
- 67 THAT the basic principle of the existing forestry agreements between the Department of Lands and Forests and the conservation authorities be retained for those conservation authorities wishing to continue with them.
- 68 THAT as alternatives to the existing agreements the conservation authorities be permitted to exercise either of the following procedures in regard to the management of their forest lands.
 - (a) Lands acquired by an authority for forestry purposes be transferred to the Crown at the end of a five year period in return for compensation at current market value plus realty taxes, survey, legal and administrative costs pertaining to the land. The authorities would retain a voice in the management of the property and multiple use would be assured.
 - (b) Lands acquired by a conservation authority for forestry purposes would be managed under the conditions of The Wood-

lands Improvement Act, 1966, in the same manner as any other private woodland and the benefits and responsibilities under the terms of this Act would apply to the conservation authority lands so managed.

- 69 THAT conservation authorities place more emphasis on the protection of wetlands and source areas through acquisition, easements or similar controls and that the Province seek to have the costs of such protection made eligible for grants under ARDA.
- 70 THAT the agreements under The Canada Water Conservation Assistance Act between the Government of Canada, Government of Ontario and conservation authorities be reviewed with the aim of streamlining inspection and approval procedures thereby permitting the most efficient and economical use of the funds available.
- 71 THAT the cost of flood plain lands in an approved flood control plan, should be eligible for grants equal to those made toward the cost of the structures.
- 72 THAT The Conservation Authorities Act be amended to provide that when a general reassessment of lands in a municipality is made, the assessment of conservation lands in that municipality shall be adjusted in the same proportion as the average new land assessment bears to the average old land assessment.
- 73 THAT the Conservation Authorities Act be amended to empower conservation authorities to purchase land owned by a municipal corporation or local board as defined in the Department of Municipal Affairs Act provided that the purchase price does not exceed the current market value and that such purchase price shall constitute a part of the cost of the project for grant purposes.
- 74 THAT the Department of Energy and Resources Management assist conservation authorities in the simplifying of their accounting and bookkeeping procedures and keeping of records while at the same time recognizing the necessary differences in procedures between large and small authorities.

CHAPTER III

LAND ACQUISITION

- 75 THAT conservation authorities acquire wherever feasible limited estates in privately owned land rather than full ownership.
- 76 THAT approval by the Lieutenant Governor in Council be obtained before a conservation authority is authorized to expropriate lands.
- 77 THAT The Expropriation Procedures Amendment Act, 1966, section 1, be amended to delete the reference to conservation authorities.
- 78 THAT in the event the Committee's recommendation concerning "conservation plan" is adopted and a conservation plan is approved by the Minister then authorization by the Lieutenant Governor in Council for the expropriation of lands necessary to implement the plan should not be required.
- 79 THAT the sections of The Conservation Authorities Act referring to expropriation procedures be repealed.
- 80 THAT valuators appraising conservation authority lands be licensed by the Province.
- 81 THAT conservation authorities be required to obtain at least two appraisal reports from licenced appraisers in regard to each parcel of land expropriated.
- 82 THAT the owner have access to the appraisers' reports on which the valuation has been based.
- 83 THAT an additional allowance of 10 per cent of the offered settlement be paid to the expropriated owner.
- 84 THAT the authority's offer shall be single and final.
- 85 THAT the expropriated owner be reimbursed for reasonable legal and appraisal costs.
- 86 THAT the rate of interest payable on the appraised value of the

expropriated property pending settlement of compensation be adjusted to a current or more realistic rate.

87 THAT in the event that the question of compensation is arbitrated the appraisal reports of the expropriating authority and of the owner whose land is expropriated shall be open for inspection by both parties prior to the date fixed for arbitration.

CHAPTER IV

ADMINISTRATIVE PRACTICES

88 THAT the Department of Energy and Resources Management in consultation with the authorities prepare a manual as a guide for authority operations.

89 THAT the Department of Energy and Resources Management make consultants available to all authorities to help in the establishment and implementation of administrative procedures.

90 THAT members of the Provincial and Federal Parliaments be kept fully informed of the activities of conservation authorities in their respective ridings.

91 THAT conservation authority members be required to report regularly to their municipal councils.

92 THAT the minutes of all authority, executive committee, advisory board and special committee meetings be distributed promptly to all authority members.

93 THAT conservation authorities provide daily and weekly newspapers with more press releases and pictorial material.

94 THAT the use of radio and television by conservation authorities be expanded.

95 THAT the Conservation Authorities Branch make available to conservation authorities, props, films, pictures, etc. for use by the news media.

96 THAT the Conservation Authorities Branch provide photographic services to the conservation authorities.

- 97 THAT the Conservation Authorities Branch encourage the exchange of information and exhibit material among the various conservation authorities.
- 98 THAT the Conservation Authorities Branch expand its programme of film production.
- 99 THAT the Department of Energy and Resources Management initiate discussions with the Department of Education in order to develop a practical and co-ordinated conservation school programme.
- 100 THAT consideration be given to modifying the limitation of an average daily attendance of 10,000 which governs the availability of conservation education programmes and conservation schools.
- 101 THAT conservation authorities provide increased technical and financial assistance for conservation measures on private lands.
- 102 THAT in those areas of Ontario where conservation authorities are established, financial and technical assistance for the construction of ponds be exercised by the authorities.
- 103 THAT in areas of Ontario without conservation authorities the Province continue its programme of assistance in the construction of farm ponds.
- 104 THAT specifications for pond construction be determined by each conservation authority to meet the needs and conditions of the individual watershed.
- 105 THAT the programme of woodland improvement as outlined in The Woodlands Improvement Act, 1966, be administered through the conservation authorities.
- 106 THAT the Department of Energy and Resources Management ensure prompt consideration of authority briefs which request approval for capital projects and, that where delays in approval are unavoidable, the conservation authorities be notified as to the reason for the delay and the expected date of approval.
- 107 THAT before an engineering study is undertaken to determine the location or costs of a drain under The Drainage Act, the conservation authority in the watershed be notified by the municipal clerk.

- 108 THAT where a drain under The Drainage Act is proposed in an area over which a conservation authority has jurisdiction the authority shall have the right of appeal from the report of the engineer.
- 109 THAT section 18(1) of The Conservation Authorities Act be amended to permit conservation authorities to enter into agreements with the Department of Highways as well as municipalities, for the purposes of providing and maintaining access to conservation areas.
- 110 THAT the Province of Ontario assist research into all aspects of resource management.
- 111 THAT conservation reports be reviewed at least once every ten years and if necessary revised to incorporate major changes in watershed plans.
- 112 THAT reprinting of out of print reports be undertaken so that all authority members and participating organizations may have copies.
- 113 THAT the format of future conservation reports be fully flexible and include consideration of social and economic factors in keeping with the requirements of the subject watershed.
- 114 THAT a chapter on history be included in all future reports and that this chapter be added as a supplement to existing reports.
- 115 THAT recreation be recognized as a primary resource use and adequate study and emphasis be given to it in new reports and in the updating of old ones.
- 116 THAT complete conservation reports be made available to authorities not later than two years after their formation.
- 117 THAT all future conservation reports and the updating of existing ones be designed to provide conservation authorities with a basis for their "conservation plan".
- 118 THAT the complement of field officers be increased so that adequate technical liaison and assistance be available to all authorities.

- 119 THAT guidelines be established regarding the responsibilities and duties of the field officer of each authority after consultation between the Department of Energy and Resources Management, each conservation authority and its respective field officer.
- 120 THAT additional assistance by the Department be made available to conservation authorities to help service private land assistance programmes and as consultants in specialized fields, such as agricultural engineering, wildlife, recreation, administration, expropriation procedures, public relations and conservation education.
- 121 THAT the Junior Conservationist Award Programme of the Department of Energy and Resources Management be continued.
- 122 THAT conservation authorities exercise their power to control pollution under the terms of The Conservation Authorities Act in cooperation with the Ontario Water Resources Commission.
- 123 THAT where the restoration and maintenance of a privately owned dam is necessary for a water conservation programme and where the owner is unable or unwilling to undertake the necessary work, the conservation authority acquire and maintain the structure.
- 124 THAT The Conservation Authorities Act be amended to permit the conservation authorities to coordinate the control of all the dams on a river system where a conservation authority is established.
- 125 THAT the Provincial Government formulate, in conjunction with the local municipalities, conservation authorities and other public and private agencies and interested persons, a long range policy and comprehensive development plan for the Niagara Escarpment.
- 126 THAT consideration be given to the following matters prior to the adoption of a development plan:
 - (a) preservation of the aesthetic and hydrologic features of the Escarpment;
 - (b) the economic importance of the limestone, shale and granular deposits;

- (c) uniform local municipal by-laws governing the opening and operation of pits and quarries and the restoration or treatment of worked out areas;
- (d) the co-ordination of municipal land use by-laws;
- (e) the scientific, historical and recreational features of the Escarpment.

127 THAT the Department of Energy and Resources Management be renamed the Department of Conservation and Energy and be responsible in the field of conservation for administering the following:

The Conservation Authorities Act
The Grand River Conservation Act, 1938
The Grand River Conservation Authority Act, 1966
The Agricultural Rehabilitation and Development Act
(Ontario), 1962-63
The Parks Assistance Act
The Beach Protection Act
The Niagara Parks Act
The St. Lawrence Parks Commission Act
The Lakes and Rivers Improvement Act
The Drainage Act, 1962-63
The Water Powers Regulation Act
The Ontario Water Resources Commission Act
The Power Commission Act
The Woodlands Improvement Act, 1966
The Parks Integration Board
The Great Lakes Institute
The Government Farm Pond Assistance Programme

3 1761 11466009 5

